DOCUMENT RESUME

ED 218 786 EA 014 814

AUTHOR	Cadena-Munoz, Raquel; Keesling, J. Ward
TITLE	Parents and Federal Education Programs. Volume 4: Title VII. The Study of Parental Involvement.
INSTITUTION	System Development Corp., Santa Monica, Calif. Studies and Evaluation Dept.
SPONS AGENCY	Department of Education, Washington, DC.
REPORT NO	TM-6974/007/00
PUB DATE	Apr 81
CONTRACT	300-78-0437
NOTE	185p.; Some tables may reproduce poorly due to small print of original document. For related documents, see EA 014 811-817.
EDRS PRICE	MF01/PC08 Plus Postage.
DESCRIPTORS	Elementary Secondary Education; *Federal Programs; Governance; Instruction; Parent Education; *Parent Participation; *Parent Role; *Parent School Relationship; *Program Evaluation; School Community Relationship; School Support
IDENTIFIERS	*Elementary Secondary Education Act Title VII

ABSTRACT

This fourth volume in a seven-volume study is part of a larger study of parental involvement in four federal programs in selected school districts across the country. Presented here are results of an intensive examination of school district programs funded by Title VII of the Elementary and Secondary Education Act. Site studies of Title VII projects yielded data on the five ways parents could participate in the programs--through governance, instruction, parent education, school support, and community-school relations. The researchers found that all 13 sites had a mandated community advisory committee made up of a majority of parents with limited-English-proficient students in the project. Most of these committees were not involved in governance because both parents and school staff tended to feel that education should be left to the professionals. Parents participated very little in the instructional process, but wherever staff created a specific place for parental involvement, the parents responded. Most of the sites offered some form of parent education. Coordination of activities was one of the most salient factors contributing to success in this area as well as in school support and community-school relations. Suggestions are offered for improving parent participation in Title VII projects. Where parent involvement did occur, it was deemed worthwhile. (Author/WD)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED218786

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

Parents and Federal Education Programs
Volume 4: Title VII

EA 014 814

The Study of Parental Involvement

PARENTS AND FEDERAL EDUCATION PROGRAMS

VOLUME 4: TITLE VII

RAQUEL CADENA-MUNOZ
J. WARD KEESLING

Studies and Evaluation Department
System Development Corporation
Santa Monica, California

TM-6974/007/00

April 1981

The research reported in this volume was conducted by System Development Corporation under Contract HEW 300-78-0437 with the United States Department of Education. Views or conclusions contained in this report should not be interpreted as representing the official opinion or policy of the Department of Education.

Project Officers, Consultants and Resource Persons, Project Personnel

Project Officers

Gerald Burns (1979-1981)
Daniel G. Ozenne (1978-1979)

Project Directors

J. Ward Keesling) Co-Directors,
Ralph J. Melaragno) 1980-1981
Raymond B. Stewart (1978-1979)

Consultants and Resource Persons

John Alden
Imani Bennet-Woodruff
Marta Bequer
Carlota Texidor del Portillo
Thomas Enderlein
Edgar Epps
Marilyn Gittell
Warren Griffin
Monica Harrison
Roger Jackson
Suzanne Jackson
Velma James
Joseph H. Kosai
Rose Koury
Patricia Lamphear
Robert Lee Linn
Manuel Nieto
Enrique Perez
Raymond Rist
Riley Simmons
Seymour Sudman
Treopia G. Washington
Rosemary Wilson

Project Staff

Raquel Cadena-Munoz
Diana Dingler
Peggy Lyons
Susan Nerenberg
Al Robbins
Olga Sanders
Allen Smith
Maxine Sparks

Secretarial Support

Julie Smith
Suzann Stahl

Former Project Staff

Hilda Borko
Woodrow Clark
Dennis Ellman
Sally Hanes
Faith Jackson
Valerie Jordan

ACKNOWLEDGEMENTS

Multi-site, multi-method research is a team effort. From design to reporting the work as been collaborative. The contributors to this volume were many, but some must be singled out for special mention.

We want to recognize, first of all, the contribution made by our former colleague, Hilda Borko to this phase of the study. Hilda played a major role in the design of the data collection and reporting system, the preparation of the analysis packets that guided the field work, and the training of the Field Researchers.

Two other persons also made valuable contributions to the design for this phase: Raymond B. Stewart, former Project Director, and Daniel G. Ozenne, former Department of Education Project Officer. Our current Project Officer, Gerald Burns, provided the study staff with numerous suggestions, timely support, and collegial assistance that we came to value highly. In addition, representatives to the study from the four Federal educational programs that were involved gave us helpful advice on ways in which the study could be maximally useful to their programs.

This phase of the study called for some clever ideas for technical support. We got them from Suzann Stahl, who designed and implemented a system for transcribing the tape-recorded data from Field Researchers, and from Julie Smith, who oversaw all the administrative matters associated with a large senior staff and many Field Researchers.

The Field Researchers who were our eyes, ears, and minds at the study sites made this unique effort possible. We could not have carried it out successfully if they had not remained adaptable, interested, and willing to give us more time than we had planned for.

Finally, we want to express our deep appreciation to the Superintendents, Project Directors and staff members, and the parents, at each of our sites who allowed us to examine parental involvement in their projects. We would prefer being able to name them all, but because we have guaranteed anonymity to persons and places, all of those contributors have to be thanked in this general fashion.

TABLE OF CONTENTS

	Page
LIST OF TABLES	vii
LIST OF FIGURES	viii
PREFACE	ix
OVERVIEW AND SUMMARY	1
CHAPTER 1. INTRODUCTION TO THE STUDY OF PARENTAL INVOLVEMENT	
I. Background of the Study	16
II. Purpose for the Study	17
III. Overview Study Design	18
IV. Site Study Methodology	20
V. Introduction to the Volume	22
CHAPTER 2. THE TITLE VII PROGRAM	25
CHAPTER 3. ORGANIZATION OF TITLE VII PROJECTS	
I. Introduction	29
II. Project Context and Structure	30
III. Project Funding	37
CHAPTER 4. THE COORDINATION OF PARENTAL INVOLVEMENT	
I. Introduction	45
II. The Role of the Parent Coordinator	47
III. Characteristics of Parent Coordinators	49
IV. Activities of Parent Coordinators	53
V. Discussion	56
CHAPTER 5. PARENT INVOLVEMENT IN TITLE VII GOVERNANCE	
I. Introduction	61
II. The Natural of Parental Involvement in Community Advisory Committees	65
III. Discussion: Causes and Consequences of Parental Involvement Governance	77
IV. Conclusions	83

TABLE OF CONTENTS (Cont'd)

		Page
CHAPTER 6.	PARENTAL INVOLVEMENT IN THE EDUCATION FUNCTION	
I.	Introduction	91
II.	Site Study Findings: Parental Involvement as Paid Paraprofessionals	94
III.	Site Study Findings: Parental Participation as Volunteers in the Classroom	99
IV.	Site Study Findings: Parents as Teachers of Their Own Children at Home	104
V.	Conclusions	108
CHAPTER 7.	OTHER FORMS OF PARENTAL INVOLVEMENT	
I.	Introduction	117
II.	Parents in Other Forms of Parental Involvement	120
III.	Discussion	125
IV.	Conclusions	128
CHAPTER 8.	POLICY ISSUES FOR PARENTAL INVOLVEMENT IN TITLE VII	
I.	Introduction	131
II.	Parents in the Governance Role	132
III.	Parents in the Educational Role	134
IV.	Funding Considerations and Parental Involvement	136
V.	Multiple Funding and Parental Involvement	138
VI.	Parental Involvement and Educational Quality	139
VII.	Conclusions	142
APPENDIX -	TECHNICAL DETAILS OF THE STUDY	
I.	Overview of the Study	145
II.	The Federal Programs Survey	155
III.	The Site Study	157

LIST OF TABLES

		Page
Table 3-1.	Funding Levels and Control of Allocations	40
Table 3-2.	Allocations to Parental Involvement	41
Table 3-3.	Site Capsule Summaries	42
Table 4-1.	Characteristics of Parent Coordinators	58
Table 4-2.	Activities of Parent Coordinators	59
Table 5-1.	CAC Structure and Organization	86
Table 5-2.	CAC Membership	87
Table 5-3.	CAC Support Features	88
Table 5-4.	Functions of the CAC	89
Table 5-5.	Contributory Factors	90
Table 6-1.	Opportunity Mechanisms for Parents to Participate as Paid Paraprofessionals	110
Table 6-2.	Characteristics of Paid Parent Paraprofessionals (PPP)	111
Table 6-3.	Structure and Organization of Paid Paraprofessional Component Containing Parents	112
Table 6-4.	Functioning of Paid Paraprofessional Component Containing Parents	113
Table 6-5.	Support for Paid Paraprofessional Component Containing Parents	114
Table 6-6.	Parental Participation as Volunteers in the Classroom	115
Table 7-1.	Other Forms of Parental Involvement	129

LIST OF FIGURES

		Page
Figure 1-1.	Diagram Representing the Conceptual Framework for the Study of Parental Involvement	19
Figure 1-2.	Policy-Relevant Issues for the Study of Parental Involvement	21
Figure 5-1.	Levels of CAC Involvement in Governance	71
Figure 5-2.	Illustrative Case of Advise/Decide Involvement: Valhella	75

PREFACE

Under the sponsorship of the U.S. Department of Education, System Development Corporation is conducting a multi-stage study of parental involvement in four federally funded programs: Title I of the Elementary and Secondary Education Act of 1965, the Emergency School Aid Act, Title VII of the Elementary and Secondary Education Act of 1965, and Follow Through.

Parents may participate in several program functions--project governance, instruction of students, non-instructional support services, and school-community relations. In addition, projects sponsored by these programs may provide educational services for the parents themselves. The Study of Parental Involvement has been designed to obtain detailed descriptions of the nature and extent of activities involving parents, to identify factors that facilitate or inhibit the conduct of such activities, and to determine the direction and degree of the outcomes of these parental involvement activities. The objective of the study is to provide a description of parental involvement practices in each of the programs, highlighting those that succeed in fostering and supporting parental involvement activities.

An earlier report, "Parents and Federal Education Programs: Preliminary Findings from the Study of Parental Involvement," described the findings from a survey of nationally representative samples of districts and schools participating in these programs. It provides program-wide estimates of the extent of parental involvement with respect to certain formal characteristics of the functions mentioned above.

The present volume is one of seven which present the results of the next phase of the study. In this phase, a smaller number of selected sites was studied intensively to provide more detailed information on the causes and consequences of parental involvement activities. The volumes in this series are described below.

Volume 1 is a detailed summary of the findings from each of the subsequent volumes.

Volume 2 is a comparison of parental involvement activities across the four programs, contrasting the contributory factors and outcomes. Policy issues such as the effect of parental involvement on the quality of education, the influence of regulations and guidelines, etc. are discussed from a multi-program perspective in this volume.

Volumes 3 to 6 describe and discuss in detail the findings for each of the four programs. Volume 3 is devoted to the ESAA program; Volume 4 is for the Title VII program; Volume 5 is for the Follow Through program; and Volume 6 is for the Title I program.

Volume 7, the last volume in the series, describes in detail the technical aspects of the study--the data collection methodologies for each phase, the instruments developed for the study, and the methods of data analysis employed. In addition, this volume provides a description of the data base that will become part of the public domain at the completion of the study.

The last product to be developed from the study will be a model handbook that will provide information for local project staff and interested parents about the practices that were effective in obtaining parental involvement in these Federal programs.

OVERVIEW AND SUMMARY

This report contains findings from the Study of Parental Involvement in Four Federal Education Programs pertaining to Title VII of the Elementary and Secondary Education Act. The Study of Parental Involvement has been carried out by System Development Corporation (SDC) under a contract with the U.S. Department of Education (ED).

The Title VII program provides "financial assistance to local educational agencies...in order to enable them to carry out educational programs...which are designed to meet the educational needs of children of limited English proficiency to enable them to achieve competence in the English language while using their native language for instruction." The Study of Parental Involvement was designed to accomplish five major goals with regard to Title VII:

1. Describe parental involvement.
2. Identify factors that facilitate or inhibit parental involvement.
3. Determine the consequences of parental involvement.
4. Specify successful parental involvement practices.
5. Promulgate findings.

This report is one in a series that promulgates the findings of the study. It covers the first three goals in considerable detail. An earlier report (Parents and Federal Education Programs: Some Preliminary Findings from the Study of Parental Involvement) treated the first goal and part of the second in terms of data acquired from a nationally-representative sample of districts and schools, while the present report deals with in-depth information acquired from a purposeful sample of projects. Another report in the series (Involving Parents: A Handbook for Participation in Schools) contains information on the successful parental involvement practices that were uncovered during the study.

Data reported here were collected during the spring of 1980 at 13 school districts in the nation conducting Title VII projects. The data were acquired

by trained Field Researchers who lived in the communities and who spent four months seeking answers to research questions concerning parental involvement. Data were obtained by Field Researchers through interviews, observations of events, and analyses of project documents, and were reported to the senior study staff at SDC. The latter, in turn, carried out analyses of data to detect patterns across projects.

The findings reported here are not to be construed as an audit of compliance with regulations, since there were very few specific statements in the legislation or regulations by which to assess the implementation of parental involvement components in projects. Further, the contract between SDC and ED called for a descriptive study rather than an evaluation of parental involvement.

In preparation for the study, SDC developed a conceptual framework which defined parental involvement in terms of five areas wherein parents could participate in Title VII projects. They are:

1. Governance--The participation of parents in the process of decision making for a project, particularly through advisory groups.

2. Instruction--The participation of parents in a project's instructional program as paid aides, instructional volunteers, and teachers of their own children at home.

3. Parent Education--Educational offerings by a project, intended to improve parents' skills and knowledge.

4. School Support--Project activities through which parents can provide non-instructional support to a school or a project.

5. Community-School Relations--Activities sponsored by a project to improve communication and interpersonal relations among parents and staff members.

PARENTAL INVOLVEMENT IN PROJECT GOVERNANCE

Parental involvement in governance was defined as parent participation in the decision-making process at the project level, particularly through membership on the mandated Community Advisory Committee (CAC). There were three primary areas of decision making in which CACs might be involved that became the focus of our investigative efforts: program content, project budget, and project personnel.

The major findings in the area of governance were:

- All 13 sites in the study had a CAC.
- In virtually every CAC, the majority group was parents of limited English proficient students in the project.
- With a few exceptions, CACs were not deeply involved in governance. Most did not advise or otherwise contribute to decisions.
- The data revealed three distinct patterns of CAC involvement in governance: (1) no involvement: situations where the CAC played neither an advisory nor decision-making role in the project; (2) token involvement: situations where the CAC was given some opportunity to discuss major project issues but ultimately had no influence on the decisions; and (3) advise/decide involvement: situations where the CAC contributed input which ultimately influenced the governance of the project.

Several factors emerged which seemed to have had substantial influence on the level of parental involvement in governance. The first two dealt with the attitudes of parents and staff. On the one hand, many parents, particularly at non-involvement sites held the prevalent attitude that "education was for professionals and that they, as parents, were unqualified to participate in the project." Further, most of the staff at these sites held a similarly negative perception of parental involvement and viewed parents as capable of

only supporting the efforts and following the direction of the staff. Despite this concensus regarding the unqualified status of parents, no training was offered in governance skills which might have helped alleviate this obstacle. Rather, the burden of learning how to become an effective and active participant in the decision-making process was placed entirely on the parents themselves.

The next two factors highlighted the importance of parent coordination. Although 11 of the 13 sites had a staff person acting in the capacity of a Parent Coordinator, few of these were actually supportive of an active role for parents in the area of governance. Not surprisingly, supportive Parent Coordinators were found almost exclusively at high parental involvement sites. However, supportiveness, in and of itself was not sufficient. That is, the Parent Coordinators had to be accessible to the parents at the school level in order for their supportiveness to positively influence the direction of parental involvement.

Actively involved CACs were also characterized by the prominent decision-making role assumed by one or more members of the CAC. Project staff at these sites acted in conjunction with the CAC and often as resources in support of the CAC. Lastly, CACs with meaningful involvement in governance did not exist in a vacuum. Rather, they maintained an information network beyond the immediate Title VII project, thereby increasing their opportunities for establishing a broader base of support and decreasing their dependency on the project staff.

We examined the consequences of parental involvement in two broad categories: personal--affecting parents, staff and students, and educational/institutional--affecting the project, schools, and the district. Although we found a few instances where parents made meaningful contributions to the project, by and large, the outcomes reported were of a personal nature, with parents benefiting the most from their involvement.

In summary, we will answer the two major policy questions we had posed for ourselves in the area of Governance:

- Do existing Federal and state legislation regulations and guidelines allow parents to participate in making important project decisions?

- Do existing state and local practices affect parental participation in the making of important project decisions?

At the Federal level, the legislation and regulations are not very precise concerning the role of parents in the process of making important project decisions. The terms "consultation" and "participation" are not defined in terms of how and in what areas of project operation the CAC is to contribute. Furthermore, procedures whereby projects can demonstrate that this "participation" has taken place are not identified. Consequently, much is left to local initiative and there was great variation in the amount and quality of parental participation in Governance in our sites.

At the state level, SEAs have not developed guidelines for parental involvement that would lend more precision to the terms borrowed from the Federal legislation. We found no systematic method of monitoring projects or providing technical assistance.

At the local level, projects identified (usually implicitiy) areas the CAC was to deal with and specified a decision-making structure that (sometimes) incorporated parental participation. Little training was provided for CACs to develop skills in group process and leadership. Few districts employed a Parent Coordinator with the defined role of facilitating the advisory committee's participation in governance, and fewer still assisted these efforts with a school-level coordination network.

PARENTAL INVOLVEMENT IN THE TITLE VII INSTRUCTIONAL PROCESS

We explored the participation of parents in the instructional process through their roles as paid paraprofessionals, as instructional volunteers and as teachers of their own children at home. Our data in this function area revealed that:

- Title VII projects did not make a special efforts to involve parents as paid instructional aides.

- Because aides often conducted the lessons in the target (non-English) language, parents in these roles had some autonomy in determining what to teach and how. Aides did not, however, have much to say in the overall design of projects.

- Very few Title VII projects had initiated systematic components of parental participation as instructional, classroom volunteers. Thus, the opportunity for involvement in this area was quite limited.

- Although there were no major findings in the area of parents as teachers of their own children at home, three study sites had developed components of this type that could serve as models for others.

The data revealed a few factors which appeared to influence the likelihood of parents participating in the education function of a project. First, Title VII legislation and regulations were silent in the area of parental involvement in the instructional process. The fact that this type of activity was not proscribed was not a sufficient impetus for the successful integration of parents into the education function. Second, projects neither emphasized the recruitment of parents as instructional aides, nor did they implement outreach strategies for informing parents that their involvement as either aides or instructional volunteers was desirable for the project. Thus, many parents reported not even knowing that their help was needed. Although the organization and coordination of parents within the paid paraprofessional component was well provided for, this was a problem in the development of a systematic instructional volunteer component. The responsibility for matching the parents' skills to the needs of the individual classrooms was not clearly allocated.

Last, and possibly most importantly was the effect that staff interest and commitment had on parental involvement in the instructional process. Wherever staff created a specific place for parental involvement, the parents responded, and participated.

As was the case with governance, the consequences attributed to the participation of parents in the education function were largely of a personal nature. Parents and students reportedly benefited from this form of parental involvement. Teachers were able to implement a greater variety of instructional activities as a result of the involvement of parents as either aides or volunteers, an effect that had personal and institutional consequences.

Again, we will summarize these data from the perspective of two policy-relevant questions:

- Do existing Federal and state legislation, regulations and guidelines allow parents to participate meaningfully in the instructional process?

- Do existing state and local practices affect meaningful parental participation in instruction?

The silence of Federal and state legislation and regulations regarding parental involvement in the instructional process left the impetus for such activities to local authorities.

At the local level, some LEAs invested resources in recruiting parents to participate in the instruction process. Other local projects designed strategies which combined staff (e.g., Parent Coordinators) and parent efforts to establish and maintain a parent volunteer component. A few LEAs provided training for parents who wished to participate as either volunteers or as teachers of their own children at home.

OTHER FORMS OF PARENTAL INVOLVEMENT

Within this category, we identified three alternative ways in which parents could participate in the project: (1) through Parent Education activities which encompassed project efforts to help parents with personal improvement as well as with the provision of formal education opportunities, (2) through school support activities, whereby project resources could be augmented through parental involvement; (3) through the community-school relations activities of the project.

Our data revealed the following major findings:

- Most sites offered some form of parent education activities, ranging from one-time workshops on parenting to components offering ongoing classes in compensatory education, etc.

- Only four of the programs either offered or were affiliated with more formal educational programs (e.g., General Education Development, English as a Second Language).

- Nearly three-fourths of the projects had school support activities in which parents provided some resources to the projects.

- A combination of one-way communication and interpersonal exchanges were used by projects to keep parents informed and the lines of communication open. The level of communication varied a great deal across the sites, and generally was not very high.

Once again, coordination of activities was one of the most salient factors contributing to success in this area. Parent Coordinators were, again, very important. But, we also found that the participation of CACs, even at those sites with only token involvement in governance, was instrumental in organizing and recruiting the involvement of other parents. Lastly, the attitudes of the project staff were related to the parental response to these

activities, in that a paternalistic staff attitude stifled parental involvement, whereas a supportive one fostered increased levels of participation. Although there were a few instances where parents had augmented project resources, the outcomes attributed to parental involvement in this area were largely personal and affected primarily the parents themselves.

In summary, involvement in parent education, non-instructional support and community-school relations was worthwhile where it occurred. The data indicate that with coordination efforts of a supportive staff, parents would participate more systematically and benefit themselves and the project by securing additional resources for the project and helping establish a more positive relationship between parents and the school.

ADDITIONAL POLICY ISSUES

In addition to those policy-relevant issues addressed specifically in the areas of governance and education, we attempted to determine to what extent other issues influenced parental involvement in Title VII projects. These were specifically in the areas of funding, multiple programs on-site, and educational quality.

In the area of funding we reexamined our data to answer three fundamental questions,

- Do total funding levels affect the quantity and quality of parental involvement activities?
- Do the timing and duration of grants influence parental involvement activities?
- Does the amount of funding specifically devoted to parental involvement affect parental involvement activities?

We found that:

- The size of the Title VII grant was not related to the extent of parental involvement activity.

- Overall district wealth (as assessed by a per-pupil expenditure figure) also bore no relationship to the level of parental involvement.

- The timing and duration of Title VII grants did not appear to influence the degree of parental participation.

- Allocations for parental involvement covered very different activities in different districts. This lack of uniformity made it impossible to relate the funding level to the level of parental involvement.

The financial data available through projects were incomplete and virtually impossible to verify. The lack of uniformity in defining activities to be costed as part of parental involvement can be traced to the Federal level where there are few guidelines, and little technical assistance, with these aspects of budgeting. Until a more standardized reporting of parental involvement expenditures is developed, the effects of funding cannot be determined.

In the area of multiple funding we addressed one general policy question: When multiple programs are funded at a site, are the quantity and quality of parental involvement activities affected? The Site Study findings which related to this issue were:

- There was little interaction across programs.

- There was no evidence of interference in the governance of Title VII projects by other advisory groups; nor was there evidence that the Title VII CACs interfered with the governance of any other project.

- There were no reports of time conflicts or pressures due to having more than one advisory committee in operation at either the school or district level.

- There was some evidence of coordination across projects to the extent that when one project provided training of a general nature (e.g., in parenting), parents of children served by other projects were invited to participate.

Generally speaking, we found little incidence of CAC members serving on other advisory committees; overlapping memberships and participation were relatively uncommon and virtually no conflicts over governance occurred. Programs operated independently of each other in the area of parental involvement and whatever coordination of activities took place was handled through a central "Office of Federal Programs."

The final policy-relevant question to be addressed by the study was: Do parental involvement activities influence the quality of educational services provided to Title VII students?

In analyzing our data we focused on four ways in which parents could affect the quality of education: (1) parents can influence the design, administration, and evaluation of project services offered to students, through CACs, and also through less formal interactions with project personnel; (2) They can influence the instructional process through their involvement as aides, volunteers and individuals; (3) they can provide monetary and moral support for the project and its students; and lastly (4) they can influence the climate of a project school by the manner in which they interact with project personnel and perhaps with each other.

Our data indicated that although there were few instances of meaningful involvement of parents in the project, they could and on occasion did affect the quality of education provided to the students. The CACs at Presidente and Greenwood influenced the caliber of bilingual personnel by obtaining district

commitment to the hiring of qualified bilingual teaching staff. The Valhalla CAC took their involvement in project personnel matters even further, by influencing the hiring of all project paraprofessionals as well as establishing a parent instructional volunteer component. Thus, Valhalla contributed to every area dealing with instructional personnel. There were also several instances of parents offering support to the Title VII project which helped augment their project resources. The effects of parent instructional volunteers, parents serving as teachers of their own children at home, and added project resources were all manifested in a richer and more varied educational program that was reported to benefit the students. Our data suggest several avenues whereby policy makers can foster the development of parental involvement, such that students in most Title VII projects could benefit from this largely untapped resource. The suggestions offered here are based upon our responses to previous policy-relevant issues concerning parental involvement:

The Title VII Office, SEAs and LEAs should specify a more meaningful role for parents in project decision-making.

1. CACs should be given specific roles in planning, implementing and evaluating project services.

2. Parents serving as paid aides, instructional volunteers and teachers of their own children at home should be given roles in decisions about the curriculum and the instructional process.

3. To support the first two suggestions, parents should receive training that will enable them to carry out their decision-making roles effectively.

Local projects in particular should carry out systematic activities whereby parents can:

1. Augment project services

2. Have frequent two-way communication and interaction with project personnel about the content of the program, the climate of the school and student progress.

In sum, parental involvement and the benefits which are associated with it are not purely the result of chance. We believe that most Title VII projects could develop a meaningful parental involvement component by addressing the three major areas of role specificity, coordination/communication, and training.

CHAPTER 1
INTRODUCTION TO THE STUDY OF PARENTAL INVOLVEMENT

The Study of Parental Involvement in Federal Educational Programs was designed to provide a systematic exploration of parental participation in four programs sponsored by the U.S. Department of Education. The Study consists of two substudies: the Federal Programs Survey and the Site Study. A previous document (Keesling, 1980) reported the findings from the Federal Programs Survey, while this volume is devoted to that portion of the Site Study relating to the Title VII Bilingual program.

This chapter gives the reader a brief orientation to the Site Study. Elaborations on the themes addressed herein are provided in the Appendix.

I. BACKGROUND OF THE STUDY

In the last two decades parental participation has come to play an increasingly important and different role in education. The concept of parental involvement in Federal educational programs had its roots in the Community Action Program of the 1964 Economics Opportunity Act (EOA). One intent of the EOA was to promote community action to increase the political participation of previously excluded citizens, particularly members of ethnic minority groups, and to provide them with a role in the formation of policies and decisions that affect their lives. Specifically, the EOA required that poverty programs be developed with the "maximum feasible participation of the residents of areas and the members of the groups served."

This maximum feasible participation requirement has had broad interpretation in education. Head Start, the first EOA education program to attempt intensive parental participation, requires local projects to include parents on policy-making councils. Head Start parents also can become involved as paid staff members in Head Start centers, and as teachers of their own children at home.

Other Federal educational programs have tended to follow the Head Start lead in identifying both decision-making and direct service roles for parents. Participation by parents in Federal programs was stipulated in the General Education Provisions Act, which calls for regulations encouraging parental participation in any programs for which it is determined that such participation would increase program effectiveness.

The Study of Parental Involvement was designed to examine parental involvement components of four Federal programs: ESEA Title I, ESEA Title VII Bilingual, Emergency School Aid Act (ESAA), and Follow Through. All derive their emphasis on parental and community participation from the General Education Provisions Act, but there are differences in legislation, regulations, and guidelines among the four programs. These differences--in intent, target population, and parental involvement requirements--make the programs a

particularly rich source for insights into the nature and extent of parental participation in Federal educational programs.

The present study takes on added significance in light of the paucity of prior research into the nature of parental involvement. Despite increasing programmatic emphasis on parental participation, little systematic information is available on the activities in which parents engage, the reasons such activities take place, and the results of the activities.

II. PURPOSES FOR THE STUDY

Given the lack of information on parental involvement in Federal education programs, the Education Department in 1978 issued a Request for Proposal for a study to achieve two broad goals: (1) obtain accurate descriptions of the form and extent of parental involvement and, for each form or participation role, identify factors that seem to facilitate or prevent parents from carrying out the role; and (2) investigate the feasibility of disseminating information about effective parental involvement.

In response, System Development Corporation (SDC) proposed a study with these major objectives:

1. Describe Parental Involvement: provide detailed descriptions of the types and levels of parental involvement activities, characteristics of participants and non-participants, and costs.

2. Identify Contributory Factors: identify factors that facilitate or inhibit parental involvement activities.

3. Determine Consequences: determine the direction and degree of outcomes of parental involvement activities.

4. Specify Successful Strategies: document those practices that have been effective in enhancing parental involvement.

5. Promulgate Findings: produce reports and handbooks on parental involvement for project personnel, program administrators, and Congress.

III. OVERALL STUDY DESIGN

To meet the objectives outlined above, SDC designed the work as a series of substudies. First, the Federal Programs Survey was developed to collect quantitative data on formal parental involvement activities from a sample of districts representative of each program on a nationwide basis. Second, the Site Study was created to explore in an in-depth fashion the contributory factors and consequences of parental involvement, as well as the more informal activities.

The Federal Programs Survey had two broad purposes. The first was to provide nationwide projections of the nature and extent of formal parental involvement activities. (See Parents and Federal Education Programs: Some Preliminary Findings from the Study of Parental Involvement.) The second was to provide information needed to draw purposive samples for the Site Study. On the other hand, the Site Study was planned to allow for detailed investigations of projects that had particular characteristics as determined in the Survey, notably projects that appeared to have greater and lesser degrees of parental participation.

During the planning period of the Study a conceptual framework for parental involvement was developed, along with the specification of a series of policy-relevant issues. The conceptualization, depicted on the following page, can be summarized in this statement:

> Given that certain preconditions are satisfied, parental involvement functions are implemented in varying ways, depending upon particular contextual factors, and they produce certain outcomes.

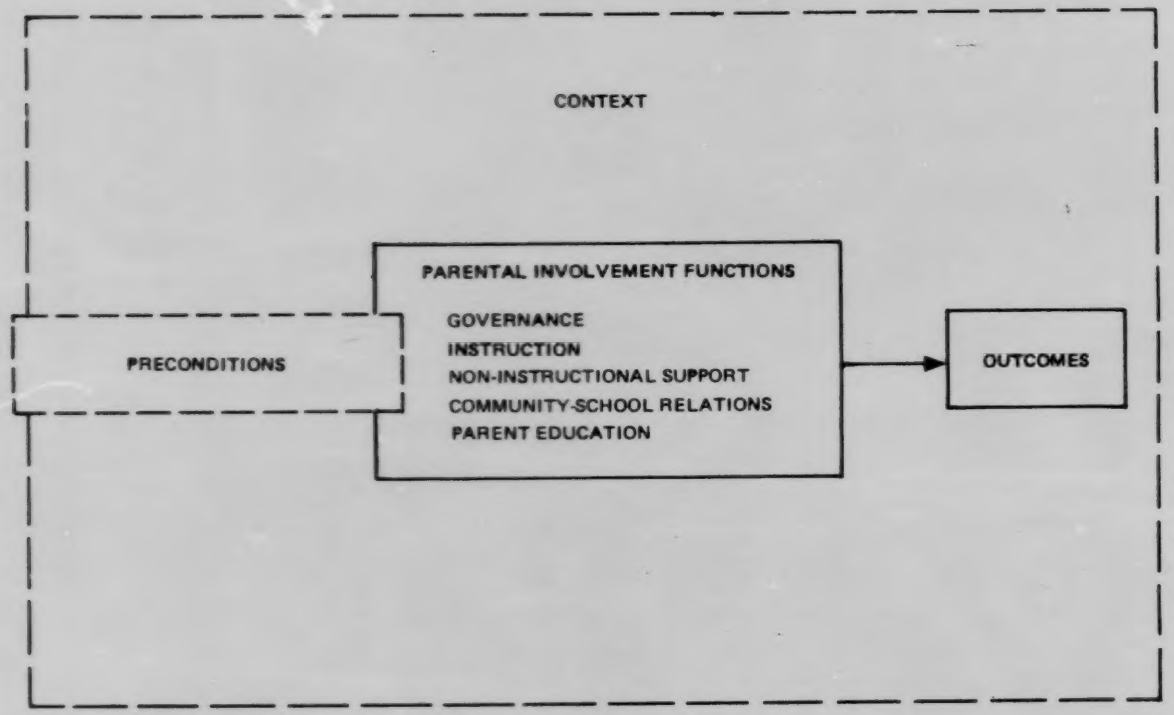

Figure 1-1. Diagram Representing the Conceptual Framework for the Study of Parental Involvement

These five functions form the definition of parental involvement used in the Study:

- parental participation in project governance,
- parental participation in project instructional services,
- parental participation in non-instructional (school) support services,
- communication and interpersonal relations among parents and educators, and
- educational offerings for parents.

Policy-relevant issues were specified in five areas on the basis of interviews with Congressional staff members, Federal program officials, project personnel, and parents. They are presented in the figure that follows.

IV. SITE STUDY METHODOLOGY

Since this volume contains the results of the Site Study, a brief description of the methodology for that substudy is presented here. The time period involved is the 1979-80 school year; actual data collection took place from January through May 1980.

Samples for the Site Study were drawn independently for each program, with a goal of selecting projects that reported greater and lesser degrees of parental involvement for the Federal Programs Survey. Districts were selected first, then two schools within each district.

The purposes for the Site Study demanded an intensive, on-site data collection effort employing a variety of data sources and substantial time. This was met by hiring and training experienced researchers who lived in the vicinity of each site. They collected data on a half-time basis for a period of at least 16 weeks.

1. Parental Involvement in Governance
   - Do existing Federal and state legislation, regulations, and guidelines allow parents to participate in making important decisions?
   - Do existing state and local practices affect parental participation in the making of important decisions?

2. Parental Involvement in the Instructional Process
   - Do existing Federal and state legislation, regulations, and guidelines allow parents to participate meaningfully in instructional roles?
   - Do existing state and local practices affect meaningful parental participation in instructional roles?

3. Funding Considerations and Parental Involvement
   - Do total funding levels affect the quantity and quality of parental involvement activities?
   - Do the timing and duration of fund allocations influence the quantity and quality of parental involvement activities?
   - Does the amount of funding specifically devoted to parental involvement affect the quantity and quality of parental involvement activities?

4. Parental Involvement and Educational Quality
   - Do parental involvement activities influence the quality of education provided to students served by the four Federal programs?

5. Multiple Funding and Parental Involvement
   - When multiple programs are funded at a site, are the quantity and quality of parental involvement activities affected?

Figure 1-2. Policy-Relevant Issues for the Study of Parental Involvement

Three techniques were used by Field Researchers: interviews, observations, and document analyses. Their efforts were guided by analysis packets that contained details on research questions to answer and techniques to employ. Each Field Researcher worked closely with an SDC Site Coordinator, who provided guidance and assistance. Information was submitted to SDC on a regular basis by means of tape-recorded protocols and written forms. Toward the end of their work, Field Researchers prepared summary protocols in which they analyzed all data for their own site; these summary protocols became the first step in the analysis process.

Following the receipt of summary protocols, senior SDC staff summarized the findings from each site into syntheses that followed a common outline. The syntheses were further distilled into analysis tables that displayed data in matrices, which were examined for cross-site patterns. Versions of analysis tables appear in subsequent chapters, along with the major findings regarding the research questions guiding the study.

V. INTRODUCTION TO THE VOLUME

The remainder of this report is organized as follows. First is a treatment of the Federal program, then a description of the sample, followed by a chapter on the coordination of parental involvement. Chapters thereafter take up the five functional areas in turn. The final chapter addresses the policy-relevant issues.

Chapters dealing with the five functional areas are structured around the basic study objectives. That is, they contain findings on parental involvement activities for a functional area, along with the contributory factors and consequences for the activities. Throughout those chapters, findings are presented in two ways: total information is displayed in tables, while major findings are highlighted in the text.

Recognizing the need for maintaining the confidentiality of participants in the study, pseudonyms have been used to identify districts and schools. In addition, the common titles of Project Director and Parent Coordinator are used, although projects actually called those persons by many other names.

CHAPTER 2
THE TITLE VII PROGRAM

The Title VII program was initiated by a 1968 amendment to the Elementary and Secondary Education Act of 1965 (ESEA). This categorical education program, most commonly referred to as the Title VII Bilingual program is the third largest of the Federal programs participating in the Study of Parental Involvement. The legislation defines its purpose as:

> ...to provide financial assistance to local educational agencies, and to state educational agencies for certain purposes, in order to enable such local educational agencies to carry out educational programs using bilingual education practices, techniques, and methods in elementary and secondary schools...which are designed to meet the educational needs of children of limited English proficiency...and to demonstrate instruction designed to enable them, while using their native language, to achieve competence in the English language.

The Department of Education administers the Title VII Bilingual education program through five sub-programs, the most important for this study being the Basic Program, which includes the awarding of grants to LEAs for the establishment of bilingual educational programs for students, for the training of bilingual educational personnel, and for community adult bilingual education programs.

As a categorical funding program, Title VII is designed for a specific target population composed of students of limited English proficiency. Its goal is to enable these students to achieve competence in the English language and to progress through the educational system through the use of a program of bilingual education. Projects are carried out at the district level, but students of limited English proficiency participate in their regular schools. It should be noted that unlike most categorical funding programs, Title VII is designed as a "capacity building," rather than an ongoing/sustained program. That is, it funds a specific bilingual program at an LEA, e.g., grades 4-6 at schools X, Y, and Z, for no more than five years. Thereafter, the LEA is expected to sustain the Title VII-established program through either district or state funds. In order for an LEA to qualify for another Title VII grant, it must propose a totally different program. In this way, the Federal program office facilitates a district's efforts to establish an educational program for limited English proficient students, but Title VII does not subsidize these efforts indefinitely.

Given its specialized target population the Title VII Bilingual program is concentrated where large proportions of limited English proficient students are found nationwide. While the largest number of students who participate are Hispanic, projects in more than 70 languages are funded by the program. Of the 15,000 LEAs in the nation, approximately 5 percent receive bilingual program grants.

The original Title VII Bilingual program was conceived of by Congress as a district-level program; therefore, the "participatory democracy" principle was

accommodated by requiring district-level advisory groups. The recent reauthorization of ESEA continued to require a parent advisory group in each participating district, which is to be involved in the development of the district's application and in the operation of the actual project.

The conceptualization developed for the Study of Parental Involvement contains five functional areas--avenues through which parents can participate in Federal education programs. These five functions are described below as they apply to Title VII projects.

Governance Function. This function refers to parental participation in the decision-making process. Parents can participate in the governance of Title VII projects in the following way:

1. As members of the mandated District Advisory Council/Committee.
2. Informally, as individuals or as members of organizations.

Education Function. This function refers to parental participation in the instructional process. Parents can participate in the educational component of Title VII projects as paid aides (paraprofessionals), as volunteers, and as teachers of their own children in the home. Paraprofessionals generally are used in Title VII projects to help individual students and groups of students master English as well as other academic skills in the target language and to prepare materials for academic instruction.

School Support Function. This function refers to parental contributions to the school's resources. Parents can augment a Title VII school's resources by volunteering to act as speakers in classrooms and at assemblies, demonstrate particular skills to students, improve buildings and grounds, locate or make non-instructional materials, and raise funds. As either volunteers or paid aides, parents may supervise students in the playground and during field trips. Lastly, parents can provide encouragement to all project children in addition to their own.

Community-School Relations Function. This function refers to parent-school exchanges of information and the development of improved interpersonal relations. Parents in a Title VII school can take part in this function as participants in communication by way of written and verbal (telephone) messages, informational meetings, and face-to-face dialogues, and through formal and social interchanges involving the school staff and parents.

Parent Education Function. This function refers to the training provided to parents to assist them in areas where there are student needs. Parents in Title VII schools can receive training through workshops offered by local projects. Parent education programs may include such topics as child growth and development, parent-child relations, health and nutrition, and English as a Second Language.

CHAPTER 3
ORGANIZATION OF TITLE VII PROJECTS

I. INTRODUCTION

The purpose of this chapter is threefold: to acquaint the reader with the environments of the 13 Title VII projects in the Site Study; to describe the organizational structure of those 13 projects; and to present information on the funding of these 13 projects. The chapter is divided into two major sections, one for project context and structure, the other for project funding.

II. PROJECT CONTEXT AND STRUCTURE

The variables discussed below were chosen for the Study because our literature review and our experiences with different Federal education programs led us to believe that they would help to explain the nature and extent of parental involvement activities in Title VII projects. The degree to which our expectations were realized will be developed in subsequent chapters.

The variables treated below, summarized across all 13 sites are presented individually in the Capsule Summaries which appear at the end of this chapter. As mentioned earlier, pseudonyms are used to protect the anonymity of our sites. As is the case with the Capsule Summaries, we have organized the variables under four major divisions: community, district, school, and project. The Federal Programs Survey provided basic information for many variables, but the survey data were verified and augmented during the collection of Site Study data.

COMMUNITY CHARACTERISTICS

The 13 Title VII projects in the Site Study were located where large non-English proficient communities could be found. Generally, these communities were distributed throughout the Southwest, Northeast, and Southeast regions of the United States.

Location	Number of Districts
Northeast	2
Southeast	4
Southwest	7
Midwest & Northwest	0

The size of the community ranged from a dot on the map to some of the nation's largest cities.

Nature	Number of Districts
Large city, over 200,000 population	6
Suburbs of a large city	1
Middle size city, 50,000-200,000 population	2
Small city or town 50,000 population	2
Rural area	2

The ethnic composition of the communities in which the sample schools were located was mixed to varying degrees. Generally, a combination of Hispanics, Blacks, Asians, Whites, and Native Americans constituted the minority. However, the ethnic composition of the participating schools themselves did not always parallel those of the immediate community in which they were located. In fact, two additional ethnic categories emerged from the school-level data: majority Black, and integrated. The majority Black school was in a community where virtually all White and Hispanic families could afford private schooling, whereas the integrated schools were involved in busing to achieve desegregation.

Ethnicity of Communities	Number of Schools	Ethnicity of Schools	Number of Schools
Majority White:		Majority White (55% +)	9
80% +	4	Majority Hispanic (51% +)	7
61-79%	3	Majority Black (90% +)	1
50-60%	4	Majority Asian (80% +)	3
Majority Hispanic (70-80%)	8	Integrated (3 ethnic groups, no majority)	3
50 Hispanic/50% Black	1	No data	1
Majority Asian (80% +)	4		

The socio-economic status of the communities ranged from middle-upper to very low. The majority were located in areas that contained similar numbers of middle- and low-SES families.

DISTRICT CHARACTERISTICS

Participating districts ranged from very small to very large. As would be expected, large cities were typically located in urban areas, while small districts were located in rural areas or small towns. District enrollment did not constitute a continuum, but rather, clustered into the following categories.

District Enrollment	Number of Districts
90,000 & Over	3
45,000 - 65,000	4
15,000 - 30,000	4
3,000 - 9,000	2

All of the districts participating in the Site Study received Federal funds, in addition to Title VII, from at least one of the other programs under study (Title I, ESAA, and Follow Through).

Other Programs	Number of Districts
Title I	5
Title I & ESAA	7
Title I & Follow Through	1

SCHOOL CHARACTERISTICS

The 24 elementary schools in the Site Study ranged from very small to large.

School Enrollment		Number of Schools
Large	(700-900)	5
Medium	(501-699)	13
Small	(500 or less)	6

The grade range of the participating schools was somewhat varied, with the majority falling within the K-6 range.

Grade Range	Number of Schools
K-6	13
K-3	2
K-4	1
K-5	5
5-7	3

Low-income students, defined as eligible for free/reduced lunch or AFDC were present at most of the participating schools.

% of Low Income Students	Number of Schools
76-100%	6
51-75%	7
26-50%	4
1-25%	3
None	1
No data	3

Most of the sampled schools had students who came from homes where English was not the primary language.

% of Students with Parents Whose Home Language Is Not English	Number of Schools
76-100%	3
51-75%	1
26-50%	9
0-25%	6
No data	5

PROJECT CHARACTERISTICS

PROJECT AGE

The projects in the Site Study ranged in longevity from 12 to less than five years of funding. Of the 13 projects, a majority of seven had been funded for five years or less, another three projects had been in existence from six to ten years, while only one project dated back to 1968. Data were not available for two of the districts. This pattern was paralleled at the 24 individual school sites. Seventeen had received Title VII funds for five years or less, five for six to ten years, and two since 1968. To reiterate a point made earlier, Title VII funding is not designed to sustain a district's program for non-English proficient students indefinitely. Rather, it is to facilitate district efforts to establish a bilingual education program. Since Title VII is a "capacity building" program, we were not surprised to find that most projects had been receiving funds for five years or less. In the case of projects established over five years ago, Title VII was funding a grade range expansion; e.g., a high school program to coordinate with the already established elementary program.

THE DESIGN OF STUDENT SERVICES

At every site in the sample, services were delivered to students at the schools. These services took the form of native language instruction of the fundamental curriculum, English language instruction and remedial English and math. Nine of the 13 projects provided student services exclusively within bilingual classrooms; another three projects combined bilingual classroom instruction with supplementary pull-out instruction. Only one project offered student services exclusively on a pull-out basis.

PROJECT OBJECTIVES ADDRESSED TO PARENTAL INVOLVEMENT

At nine of the 13 sites, project objectives included an overall statement for involving parents in project-related meetings and activities. However, the

projects' interpretations of this broader statement revealed a variety of more specific objectives. The most frequently cited objective was for parent education. Four of the 13 projects intended to involve parents in an adult education program. The remaining projects spanned a range of parental involvement objectives with usually only two sites mentioning any given objective. These objectives included providing opportunities for parental involvement (1) in the planning, implementation, and evaluation of the project, (2) in creating positive attitudes regarding second language acquisition and the project, and (3) in establishing a project/parent communication link.

PROJECT PROVISIONS FOR PARENTAL INVOLVEMENT

The most common provision for parent participation in the 13 projects was membership on the district Community Advisory Committee (CAC). Other activities provided by projects were parent education, English as a Second Language (ESL), and general training sessions which were found at six of the 13 sites. Some projects provided parents the opportunity to participate in the instructional processes of the project as classroom aides or volunteers. All projects invited parents' attendance at various events geared toward the improvement of community-school relations, e.g., open houses.

PROJECT PERSONNEL

At the district level, all projects were administered by a Project Director. In the case of very large projects, there was often another Bilingual or Special Federal Programs Director who assisted in the administration of the project. In fact, project administration was shared at ten sites; five with another top level administrator, the remaining five with a project resource person, e.g., bilingual specialist, resource teacher or parent coordinator.

THE ROLE OF PROJECT PERSONNEL IN PARENTAL INVOLVEMENT

The number of project staff playing a role in parental involvement was large and included various titles. All but three projects delegated major responsibilities for the implementation of parental involvement activities to two or more staff personnel. Project Directors and occasionally Special Federal Programs Directors were involved with the CAC and in parent activities at the managerial level. More commonly, the associated duties were delegated to Parent Coordinators (11 sites), who at the district level usually dealt with the CAC and/or parent education activities. In their absence, particularly at the school level for ten sites, principals, Title VII teachers, aides/volunteers, social workers and bilingual specialists were responsible for ensuring that parents became involved in the school-level functions of the project.

III. PROJECT FUNDING

The reader should approach this section with considerable caution because there were two significant problems in the collection of the funding data. First, many projects did not have available in one location the type of information we sought (and we could not, in view of restrictions on respondent burden, ask for new budget breakdowns). The second, and related, problem was that the different projects did not use consistent methods for accounting; it became clear that different sites had different referents in mind when responding to our questions. Thus, some projects included teacher and parent training costs in one large item for training while other sites provided a separate costing for parent education.

The data in Table 3-1 are ordered by the size of the Title VII grant. These grants spanned the range from $40,000 to $550,000. The size of the grants seemed to be related to the number of pupils to be served, although the data here are sketchy (the number of served students in the district was not routinely collected, in order to reduce respondent burden).

Another interesting finding from the data in Table 3-1 is that the Project Directors seemed to know very little about the funding levels and services provided to the Title VII-served schools from other sources. The figures that are tabled were gathered by Field Researchers who visited district finance officers at the recommendation of the Project Director. There are too few to reveal any interesting patterns. We infer from the Project Directors' general lack of information that they operated their projects in isolation from the other Federal and state projects that may have been going on simultaneously (e.g., Title I, which was in all of these districts).

The per-pupil expenditure data in Table 3-1 are based on the Federal Programs Survey which was conducted a year earlier and may have been out of date. In addition, there was no way to control the various costs that were or were not included in these district-reported figures. For these reasons, we are reluctant to treat these data as very reliable.

CONTROL OF EXPENDITURES

At the district level the control of expenditures seemed to be in the hands of the Project Director or the Title VII office in the LEA, nearly always. Only two sites reported that the district's central administration controlled the Title VII budget.

Almost no information was available on the amount of grant support to individual schools. Most of the projects professed that schools were not given separate budgets, that all expenditures were controlled through the project office. In the few cases reporting school-level data, it seemed clear that the budget was allocated on a pro-rated basis rather than on the basis of services provided.

TIMING OF FUNDING

The intent of the questions about when districts and schools received the grant funds was to determine whether the date of receipt had any effects upon the parental involvement components. Late receipt could delay planning these components, for example. Almost all of the districts received their funds in the late summer to the early fall (Table 3-1). Only one project mentioned any anxiety about planning time due to late receipt of funds. This was probably due to a past experience of having a large cut in funds at the last minute.

ALLOCATIONS TO PARENTAL INVOLVEMENT

The major finding in this data (Table 3-2) is that the allocations for parental involvement activities are highly variable and cover very different things in different districts. One illustration of this variability is the contrast between Valhalla and Bluelake. In Bluelake, the large amount for training included training costs for both teachers and parents; no separate cost for training of parents could be derived. In Valhalla, parent education was listed as a separate budget item. Another confusion resulted when some districts included certain items as an expense for the parental involvement

"line item" while others did not. An example of this was the cost of CAC meetings which some districts included in the parental involvement costs, but others did not.

The data on school-level allocations for parental involvement were quite consistent with the finding that projects did not maintain separate school level budgets. Apparently, Title VII projects did not regard the school level as the appropriate level at which to base parental involvement activities. The one exception to this general finding, Lerida, is an interesting case because School A was a demonstration program focused on parental involvement, while the other school did not emphasize parental involvement.

We conclude that the data on funding sources and amounts cannot be systematically related to the levels of parental involvement to be discussed in subsequent chapters. We also conclude that almost all of the projects studied were managed at the district level, and were generally fiscally isolated from the other projects under study.

	LERIDA	ROCKWOOD	PORTSMOUTH	EASTLAND	VALHALLA	GREENWOOD	VALENTINE	STADIUM	MAGNUS	PRESIDENTE	DARK CO.	BLUELAKE	KING EDWARD
AMOUNT OF GRANT TO DISTRICT	40K	110K	140K	150K	170K	180K	200K	220K	230K	240K	260K	350K	550K
CONTROL AT THE DISTRICT LEVEL	Project Director/ District Offices	Project Director/ District Offices	Project Director/ District Offices	Project Director	Budget Statement/ Central Administration	Project Director	Title VII Central Offices	Project Director/ District Offices	Title VII Central Office	Title VII Central Office	Project Director	Central Administration	Title VII Coordinator
AMOUNT BUDGETED FOR EACH SCHOOL													
SCHOOL A	X	X	28K	X	X	X	X	No data	170K (Includes project-wide expenses)	X	19K	X	16K
SCHOOL B	X	X	28K	X	Only one school in Study	X	Only one school in Study	No data	30K	X	19K	X	No data
AMOUNT TO DISTRICT FROM OTHER SOURCES													
OTHER FEDERAL	No data	440K	3M	No data	No data	No data	No data	No data	293K	7M	34M	No data	1M
STATE	No data	No data	495K	No data	No data	No data	No data	No data	8.3M	61M	74M	No data	No data
LOCAL	No data	No data	No data	No data	No data	No data	No data	No data	14.6M	37M	48M	No data	No data
PER PUPIL EXPENDITURE (FEDERAL PROGRAMS SURVEY)	$1700	$1100	$1500	$3700	$1400	$1900	$1400	$1300	$3000	$1300	$1400	$400	$2000
NUMBER OF TITLE VII-SERVED PUPILS IN DISTRICT (GRANT EXPENDITURE PER SERVED PUPIL)	No data	300 ($370)	No data	No data	300 ($570)	No data	630 ($320)	No data	560 ($410)	620 ($390)	No data	930 ($370)	No data
FUNDS ARE RECEIVED DURING	Fall	Awarded in Summer – Received in Fall	September	Late Summer	Early Fall	Summer	Early Fall	Late Summer	Late Summer	Expenses are reimbursed on a month-to-month basis	July 1	No data	Summer

LEGEND:
X = No allocation made directly to the schools.

FUNDS:
M = million
K = thousand

Table 3-1. Funding Levels and Control of Allocations

	LERIDA	ROCKWOOD	PORTSMOUTH	EASTLAND	VALHALLA	GREENWOOD	VALENTINE	STADIUM	MAGNUS	PRESIDENTE	DARK CO.	BLUELAKE	KING EDWARD
DISTRICT ALLOCATION FOR PARENTAL INVOLVEMENT	$6,000	No Aggregate	$17,000	$18,000	No Aggregate	$3,000	$800	$50,000	$8,000	No Breakdown	None	No Aggregate	No data
PURPOSES	Parent conference travel CAC notices/ meetings Materials for Make 'n Take Workshop	PI – $700 Mileage – $500 CAC – $1200	Parent Coordinators' Salaries Parent Ed Materials	Parent Coordinators' Salaries Parent Ed Newsletters	Parent Ed – $300 Home – School Aide – $5000	Parent Ed (ESL) Babysitting and Transportation (personal) Expenses of CAC members	Training Support for CAC	Parent Coordinators' Salaries Materials Supplies	Parent Ed Parent Meetings Travel Consultants	$30,000 allocated to training – some of which is for parents		$35,000 – Teacher/ Parent Training $2500 – CAC training	
SCHOOL A ALLOCATION FOR PARENTAL INVOLVEMENT	$1,000	None	$3,400	None	None	None	None	$250	None	None	None	None	None
PURPOSES	Same as district		Same as district					Supplies					
SCHOOL B ALLOCATION FOR PARENTAL INVOLVEMENT	None	None	$3,400	None	Only one school in Study	None	Only one school in Study	$250	None	None	None	None	None
PURPOSES			Same as district					Supplies					

LEGEND:

PURPOSES

CAC = Community Advisory Committee
Parent Ed = Parent Education Activities

Table 3-2. Allocations to Parental Involvement

	COMMUNITY			DISTRICT			SCHOOLS					PROJECT							
SITE	LOCATION	NATURE	ETHNICITY	ENROLLMENT	PER PUPIL EXPENDITURE	OTHER FEDERAL PROGRAMS	ENROLLMENT	GRADE RANGE	LOW INCOME STUDENTS	NON ENGLISH SPEAKING HOMES	ETHNICITY	YEARS IN TITLE VII	GRANT SIZE	SERVICES	KEY PERSONNEL	PROVISIONS FOR PI	TARGET LANGUAGE	SPECIAL FEATURES
BLUE LAKE	Southeast	Rural	W: 85% NA: 15%	22,000	$400	TI	200	K-3	50%	1%	W: 85% NA: 15%	2	300 K	Classroom instruction	PD Curriculum Specialist	CAC aides	Other European	School B is in a more urbanized and transient area than school A. Schools are distant from one-another.
			W: 80% B: 15% NA: 5%				400	K-4	50%	61%	W: 80% B: 15% NA: 5%							
DARK CO.	Southeast	Large city	W: 50% B: 40% H: 10%	91,000	$1,500	ESAA TI	600	K-6	No data	5%	B: 93% Other: 7%	9	400 K	Classroom instruction	PD Bilingual Specialist ST	CAC	Spanish	This community has a very strong Catholic influence and tradition. The parochial system is almost equal in size to the public system, and reportedly more competitive in quality. This has resulted in a predominately minority, low SES public school system. The Bilingual Program is considered first-rate. There are waiting lists for teachers, aides and students.
			B: 60% H: 40%				500	K-6	No data	40%	H: 50% W/B: 50%							
EASTLAND	Northeast	Small city	W: 85% Other: 15%	4,000	$3,500	TI	300	K-6	11%	37%	W: 90% H: 3% B: 6% A: 1%	4	150 K	Pull-out	PD PC	PCs CAC CD	Other European	Primarily a community of single family residences with a lower middle SES. Parents frequently work more than one job. There are many new immigrants and many children leave after completing their education. Both schools A and B are in walking distance. The project director is also PD for Title I.
							600	K-6	19%	36%	W: 90% H: 5% B: 4% A: 1%							
GREENWOOD	Southwest	Suburb	Majority Hispanic & Black	25,000	$2,000	ESAA TI	500	5-7	67%	No data	H: 40% B: 37% W: 23%	5	200 K	Classroom instruction	PD PC	CAC CD	Spanish	The busing situation brought on by court ordered desegregation has affected the parents ability to participate in competitive school organizations (Title VII CAC, PTA, Title I SAC). Most Hispanics have a minimum of 3 school age children who are rarely at the same school or in the same ed. program.
			W: 60% A/H: 40%				500	5-7	51%	No data	B: 50% H: 25% W: 25%							
KING EDWARD	Southwest	Middle size city	A: 75% Other: 25%	45,000	$3,000	FT TI	500	K-6	75%	43%	A: 90% Other: 10%	5	550 K	Classroom and Pull-out	PD PCs	CAC Aides Home tutoring PE	Asian	There are many recent immigrants who are non-English speaking. The many diverse cultures and languages result in adjustment problems, thus the district focuses on helping residents (parents of children) assimilate into the area. The two schools service their immediate neighborhoods so most children walk to school.
							600	K-6	75%	43%	A: 90% Other: 10%							

LEGEND:

PROVISIONS FOR PARENTAL INVOLVEMENT (PI)
- CAC = Community Advisory Committee
- PE = Parent Education

KEY PERSONNEL
- PD = Project Director
- PC = Parent Coordinator
- HT Aide = Home Tutor Aide
- ST = Staff Trainer

FUNDS
- K = Thousands
- ESAA = Emergency School Aid Act
- TI = Title I
- FT = Follow Through

ETHNICITY
- B = Black
- W = White
- H = Hispanic
- A = Asian
- NA = Native American

Table 3–3. Site Capsule Summaries

	COMMUNITY			DISTRICT			SCHOOLS					PROJECT						
SITE	LOCATION	NATURE	ETHNICITY	ENROLLMENT	PER PUPIL EXPENDITURE	OTHER FEDERAL PROGRAMS	ENROLLMENT	GRADE RANGE	LOW INCOME STUDENTS	NON ENGLISH SPEAKING HOMES	ETHNICITY	YEARS IN TITLE VII	GRANT SIZE	SERVICES	KEY PERSONNEL	PROVISIONS FOR PI	TARGET LANGUAGE	SPECIAL FEATURES
LERIDA	Southwest	Large city	Predominantly Hispanic and Black	150,000	1,500	ESAA TI	500 100	K-6 K-6	No data No data	50% 50%	H: 60% W: 28% B: 12% H: 52% W: 17% B: 21%	4	40 K	Classroom instruction	PD Project Manager HT Aide	CAC PE Home visits Home Tutoring	Spanish	This site is best described as a district in crisis. It has been plagued by administrative scandals, court ordered desegregation and law suits. The Title VII Project Director is said not to be supportive of the project, because it is not "his". He hired on at the beginning of year 3.
MAGNUS	Southeast	Rural	W: 60% B: 40% W: 75% B: 25%	9,000	$3,000	ESAA TI	350 600	K-3 K-6	30% 20%	62% 62%	W: 60% B: 30% Other: 10% W: 75% B: 25%	3	200 K	Classroom instruction	PD PCs ST	CAC Aides Community outreach activities	Other European	The principal of school A is also the director of the Title VII project. School B is in a moderately more urbanized setting than school A.
PORTSMOUTH	Southwest	Large city	H: 80% Other: 20%	30,000	$1,500	TI TI Migrant	400 800	K-6 K-6	81% 83%	87% 88%	H: 75% Other: 25% H: 90% Other: 10%	12	150 K	Classroom instruction	PD PCs	CAC PE	Spanish	This Bible-belt community remains largely low-key and the "Don't make waves" attitude prevails. There are civic community activists, who are trying to assist parents with meaningful involvement. However, they are unfamiliar with the Title VII CAC and hold the Project Director in very low esteem.
PRESIDENTE	Southeast	Middle size city	H: 10% B: 20% W: 60% Other: 10%	60,000	$1,500	ESAA TI	800 900	K-5 K-5	37% 35%	15% 12%	H: 10% B: 20% W: 60% Other: 10% H: 10% B: 20% W: 60% Other: 10%	6	240 K	Classroom instruction	PC	CAC PE Cultural activities	Spanish	Inclement weather and a teacher strike drastically reduced the number of school days at the beginning of the school year. Some parents chose to enroll their children in private schools.
ROCKWOOD	Southwest	Small city	H: 70% Other: 30%	16,000	$1,000	TI	700 800	K-6 K-6	55% 25%	16% 15%	W: 46% H: 44% B: 5% A: 5% W: 59% H: 30% B: 2% A: 9%	3	100 K	Classroom instruction	PD PC	CAC	Spanish	This district has stable or slightly increasing enrollment. The ethnic balance has also been stable in recent years. The staff of the Title VII project is very supportive of the parents of the children served by the project. There were no unusual circumstances affecting the project during this year.

LEGEND:

PROVISIONS FOR PARENTAL INVOLVEMENT (PI)
- CAC = Community Advisory Committee
- PE = Parent Education

KEY PERSONNEL
- PD = Project Director
- PC = Parent Coordinator
- HT Aide = Home Tutor Aide
- ST = Staff Trainer

FUNDS
- K = Thousands
- ESAA = Emergency School Aid Act
- TI = Title I
- FT = Follow Through

ETHNICITY
- B = Black
- W = White
- H = Hispanic
- A = Asian
- NA = Native American

Table 3–3. Site Capsule Summaries (continued)

	COMMUNITY			DISTRICT			SCHOOLS						PROJECT							
SITE	LOCATION	NATURE	ETHNICITY	ENROLLMENT	PER PUPIL EXPENDITURE	OTHER FEDERAL PROGRAMS	ENROLLMENT	GRADE RANGE	LOW INCOME STUDENTS	NON ENGLISH SPEAKING HOMES	ETHNICITY		YEARS IN TITLE VII	GRANT SIZE	SERVICES	KEY PERSONNEL	PROVISIONS FOR PI	TARGET LANGUAGE	SPECIAL FEATURES
STADIUM	Northeast	Large city	H: 80% B: 20%	250,000+	No data	TI	900	5-7	100%	70%	H: 70% B: 30%		6	200 K	Classroom instruction	PD PC	District PCs School PCs CAC	Spanish	The district is a semi-autonomous subdistrict in a large metropolitan area. The area covers a wide range of ethnic groups and SES levels. The School Board is dominated by white middle-class members; many key subdistrict administrators are white middle-class persons. The community is extremely depressed; most residents either have menial jobs or are on welfare. The physical community is highly deteriorated; many buildings are abandoned, burned out or torn down. This resulted in a declining school enrollment. Both schools are within walking distances. The project director has overall responsibility for the T VII program.
							700	K-5	100%	85%	H: 85% B: 15%								
VALENTINE	Southwest	Large city	W: 80% A: 20%	60,000	$1,500	ESAA TI	600	K-5	65%	17%	No data		5	200 K	Classroom instruction	Principal	CAC	Asian	The CAC for this project met for the first time in late April.
VALHALLA	Southwest	Large city	Foreign Nationals: 33% American Born—same race as Nationals: 33% Other: 33%	60,000	$1,500	ESAA TI	550	K-5	None	33.3%	Foreign Nationals: 33% American Born—same race as Nationals: 33% Other: 33%		7	200 K	Classroom instruction	Project Manager Curriculum Specialist	CAC Aides Volunteers	Asian	CAC for this project was very active, taking a leadership role in designing the project.

LEGEND:

PROVISIONS FOR PARENTAL INVOLVEMENT (PI)
- CAC = Community Advisory Committee
- PE = Parent Education

KEY PERSONNEL
- PD = Project Director
- PC = Parent Coordinator
- HT Aide = Home Tutor Aide
- ST = Staff Trainer

FUNDS
- K = Thousands
- ESAA = Emergency School Aid Act
- TI = Title I
- FT = Follow Through

ETHNICITY
- B = Black
- W = White
- H = Hispanic
- A = Asian
- NA = Native American

Table 3–3. Site Capsule Summaries (continued)

CHAPTER 4
THE COORDINATION OF PARENTAL INVOLVEMENT

I. INTRODUCTION

This chapter describes the general roles and activities of individuals who encourage and coordinate project-related activities for parents of Title VII students. We decided to examine parent coordination because of the potential influence we thought it might have on the quantity and quality of parental involvement activities offered by Title VII projects. We studied individuals who were specifically designated by the district or project to coordinate parent activities, as well as those individuals who assumed such responsibilities while fulfilling another full-time role within the project.

Within Title VII, the position of Parent Coordinator (also known as Community Liaison Person, School/Home Coordinator, Bilingual Community Worker, etc.) was neither mandated by legislation nor required by the regulations. The Federal

Programs Survey indicated that 83 percent of the Title VII districts and 31 percent of Title VII schools provided parent coordination. The Site Study findings were very similar: 84 percent of the districts and 23 percent of the schools provided some form of parent coodination.

At four of the 11 sites, parent coordination tasks were the responsibility of staff members assigned other offical project duties. For example, at Valhalla and Dark County, a bilingual specialist/resource teacher assumed this role. At Bluelake, it was the Project Director, while at Presidente it was the combined efforts of the Project Director, a resource teacher and a home-school aide. At each of the four sites these individuals had assumed the coordination duties by default: no one else was available to perform these tasks.

Throughout the remainder of this chapter, we will refer to all persons who handled parent coordination as Parent Coordinators, regardless of their unique titles within the projects. Also, we will discuss district-level and school-level Parent Coordinators in the aggregate, in recognition of the significant overlap in their activities.

Section II of the chapter presents the general roles fulfilled by Parent Coordinators, Section III describes the characteristics of the individuals occupying these positions, and Section IV reports on their activities. Lastly, in Section V we summarize our findings regarding Parent Coordinators in Title VII projects.

II. THE ROLE OF PARENT COORDINATOR

Regardless of their official titles, Parent Coordinators were defined as individuals who had full- or part-time responsibility for developing, encouraging and coordinating parent participation in Title VII project activities. Following our conceptual definition of parental involvement, parents could (a) be members of advisory councils, (b) participate in the instructional process, (c) participate in parent education offerings, (d) provide non-instructional support to the school or project, and (e) participate in community-school relations activities. We found that Parent Coordinators typically provided four basic services in these functional areas of parental involvement: recruitment, facilitation, training, and communication/networking.

During the Federal Programs Survey, respondents were asked to indicate the two activities engaged in most frequently by Parent Coordinators. Not surprisingly, we found that an estimated 30 percent of the districts and 26 percent of the schools identified recruiting parents as one of the two most frequent coordination activities. The Site Study revealed that the success of many advisory group activities usually depended heavily on the Parent Coordinator's ability to recruit parents to attend.

In their role as facilitators of parental involvement activities, Parent Coordinators (PCs) performed a number of duties. They were generally responsible for locating resource persons and materials, for securing meeting rooms, for providing refreshments, transportation, and babysitting and for making other miscellaneous arrangements associated with advisory group meetings, banquets, multicultural events and training sessions. In some instances, the PCs had planned, organized and executed the entire event.

In the Federal Programs Survey training was listed as one of the two most frequent activities of district-level Parent Coordinators by 46 percent of Title VII projects. Parent Coordinators in the Site Study also served as

Parent Education Trainers, and had major responsibility for designing the parent education component as well as for conducting the actual training sessions.

In situations involving a formal education program, i.e., GED, the Parent Coordinator acted in a referral capacity by linking parents to the appropriate institution, rather than actually conducting the program. The courses offered under training included English as a Second Language, printing workshops and other topics discussed under parent education in Chapter 7. These workshops were also conceived as mechanisms for recruiting parents into the project, and Parent Coordinators frequently solicited the workshop attendees to become involved as classroom volunteers or as advisory group members.

The fourth fundamental service provided by Parent Coordinators was that of liaison among projects, schools, the greater community, and parents. Respondents to the Federal Programs Survey indicated that informing parents of project regulations or district/school policies and events was one of the two most frequent parent coordination activities in 46 percent of the districts and 34 percent of the schools. Moreover, 28 percent of the districts and 30 percent of the schools identified home visits for the purpose of informing parents as another frequently occurring variation of this activity. The Site Study revealed that PCs had sole or major responsibility for relaying project information to parents. They provided newsletters, flyers, letters, and announcements informing parents of events and encouraging their participation. Often, these written notices were followed up by telephone or in-person requests for involvement.

The amount of personal contact between parents and coordinators often resulted in PCs being regarded as friends. Parents were reportedly more comfortable with Parent Coordinators than with administrators or teachers. Thus, parents were willing to discuss school, project and personal concerns with the coordinators. In a few cases, personal concerns e.g., health, employment, clothing and housing required the PC to branch out in order to connect the parents to the appropriate social service agency within the community.

III. CHARACTERISTICS OF PARENT COORDINATORS

A total of 11 of the 13 Title VII projects in the Site Study had Parent Coordinators; at seven sites we found full-time coordinators while at six sites the coordinators were part-time. (Stadium and Magnus had both full-time and part-time PCs.)

A "profile" of the typical Parent Coordinator can be discerned in the information on the characteristics of Parent Coordinators that appears in Table 4-1. These coordinators possessed the following attributes.

- They were predominately women.
- They represented the major ethnic group served by the project and spoke the target language fluently.
- They were within the same age range as the parents.
- They were better educated than the typical Title VII parent. Most had attended college and over half had at least a bachelor's degree.
- They came from professional rather than parent ranks.
- They worked out of a central project or district office and typically spent one or one-half day per week at each project school site.

In addition to the aforementioned attributes, there were four findings regarding Parent Coordinators that were worth exploring in some depth: their attitudes, the way in which they were selected, their training, and where they were located.

ATTITUDES

Overall, Parent Coordinators expressed very positive attitudes toward the Title VII projects. They also had positive views on the parental involvement components of the projects, indicating that they provided parents a better understanding of Title VII. By and large, parental participation in activities such as advisory groups and school events were perceived as mechanisms for developing more positive parent-child, and parent-school relationships, and for encouraging support for the project and its staff. For these PCs, improving participation was generally synonymous with increasing the number of participants rather than the degree of substantive involvement. A few coordinators stressed an active role for parents in the governance function, but most emphasized school/project support activities.

Parent Coordinators' attitudes towards parents themselves were generally positive. Parent Coordinators liked parents and felt they were genuinely interested in their children's education. However, they also believed that parents were not fully qualified to help with either the child's educational development, or the design and implementation of the project. Consequently, some coordinators displayed paternalistic attitudes towards parents and were less successful in their efforts to communicate with parents and to enlist their participation in project events.

Two contrasting sites (Eastland and Greenwood) were indicative of the range of attitudes found among Parent Coordinators regarding parental involvement. At Eastland, the Parent Coordinator felt that parents were extremely hard working people who were also very committed to the education of their children. Yet, she encouraged parental involvement only as a passive process whereby the parents' primary role was to support the efforts of school personnel. She mirrored the conventional attitude that parents should be grateful for the educational opportunities offered their children and should not challenge the system. On the other hand, the Parent Coordinator at Greenwood believed that parents should be actively involved in all aspects of the school program. She constantly solicited their participation by mail, by phone and by her working

relationship with the advisory committee. Whenever a group of parents gave her an excuse for non-involvement, i.e., babysitters or transportation, she accepted it as a challenge and proceeded to remedy the problem. In her words, "My job is to eliminate their excuses for remaining uninvolved."

SELECTION PROCESS

Parent Coordinators were considered either professional or paraprofessional employees of the district. Usually, they had to file formal applications and were selected by the project administrators. Parental input was not a factor in the selection process, nor was it necessary for the applicant to be a project or district parent. Data on district requirements were sparse, largely because the coordinators had held their positions for several years. However, it was determined that fluency in the target language was essential for employment at all sites. Prior experience in people-oriented positions such as teaching or community work was also desirable.

TRAINING

Generally, Parent Coordinators did not receive any formal training concerning the duties of the position. Rather, coordinators were expected to absorb the necessary skills while performing on the job. However, there was one site that had a definite training program. The training available at King Edward was twofold: one was in response to a state level mandate for Title I training which had been expanded to include all Parent Coordinators of specially-funded, compensatory education programs; the other was provided by the Title VII Project Director and geared specifically for bilingual programs.

LOCATION

As mentioned earlier, Parent Coordinators spoke the target language of the parent population and were also from the same cultural group. Thus, they represented a potentially effective link between parents, project and staff. Yet, most PCs were located at central offices, and visited individual schools

only intermittently on a weekly basis. Consequently, many PCs were unavailable for the school-level coordination of Title VII parents and were often inaccessible to the project parents. Systematic school-level coordination was found at only four sites (Stadium, Greenwood, Presidente and Valhalla).

IV. ACTIVITIES OF PARENT COORDINATORS

Table 4-2 displays the data gathered on the activities of Parent Coordinators within six function areas: project governance, education, parent education, school support, community-school relations and social services. Each of these is discussed subsequently.

INVOLVEMENT WITH PROJECT GOVERNANCE

The Parent Coordinator at eight of the 11 sites was involved with some aspect of project governance. Most were responsible for recruiting and encouraging membership on the advisory groups, as well as handling such logistical matters as meeting arrangements and transportation. Further, coordinators organized and publicized meetings, set agendas and communicated with parents concerning CAC functions.

Parent Coordinators were expected to attend CAC meetings and occasionally chair them as well.

INVOLVEMENT WITH THE EDUCATION FUNCTION

Except for the district Parent Coordinator at Greenwood, who helped administer language proficiency tests to children, most coordinators were not directly involved in the instructional process of the project. Rather, their primary role at four sites was to advise parents of available aide positions and encourage parents to apply for them or otherwise volunteer for the educational component.

In the case of Valhalla, where there was a parent volunteer component, the Parent Coordinator assumed a networking function among these parents, to ensure that they had adequate and similar classroom resources. This was partly in response to her role as an instructional resource person.

INVOLVEMENT WITH PARENT EDUCATION

The definitions used by districts for parent education were complex, and included many subject areas. We found ten sites that offered parent education programs as part of the Title VII project. At nine of these, Parent Coordinators participated in organizing and designing workshops, recruiting participants, handling logistics, conducting the sessions or providing instructors and materials.

INVOLVEMENT WITH SCHOOL SUPPORT

Non-instructional school suppport included such items as fundraising, and making instructional materials or costumes. Although Parent Coordinators were generally responsible for informing parents about project events (e.g., multicultural festival days), the actual organizing and recruiting for such activities were handled at the school level. Thus, teachers and aides assumed the central role in coordinating parent efforts for these functions. Classroom personnel were also more likely to be aware of an instructional need, (e.g., teaching aids), and requested parental assistance directly as the need arose.

INVOLVEMENT WITH COMMUNITY-SCHOOL RELATIONS

At ten of the 11 sites providing coordination, Parent Coordinators were perceived as the major link between parents and the schools since they were frequently the only school personnel to speak the target language, thus making translation an important aspect of their role. Administrators relied on coordinators to keep parents informed of project and school activities. Further, Project Directors rarely visited the individually funded schools and thus expected the coordinators to bridge this gap with their school and home visits. In addition, PCs would occasionally take on an advocate role for parents by representing their concerns at meetings with project and school personnel.

INVOLVEMENT WITH SOCIAL SERVICES

Although not officially called for in a job description, Parent Coordinators at three sites had assumed a social service role, e.g., helping parents cope with joblessness, with lack of food or clothing, with health service needs, or with general relocation dilemmas. Home visitations provided coordinators the opportunity to become personally involved with home-based problems of parents and gain their confidence. Although it never became the primary focus of the coordinators, it nonetheless proved to be an avenue for building rapport.

V. DISCUSSION

The position of Parent Coordinator was established in response to a need on the part of Title VII projects to have someone directly responsible for the implementation of activities calling for parental participation. In most cases, the role evolved as a result of project components that required parent-staff interaction for their implementation. Generally, parent coordination is a recent phenomenon instituted within the last four or five years.

Parent Coordinators were central to the implementation of parental involvement activities at many sites in our study. As will be developed in subsequent chapters, coordinators were often a major factor contributing to the types of parental involvement activities carried out, and to the degree of success realized by the activities. As our discussion of parental involvement continues, the critical nature of Parent Coordinators will emerge and we will frequently include recommendations regarding these individuals.

Typically, the parent coordination position was considered an important one in Title VII projects. Coordinators served as intermediaries between the district, school or project and the parents of served students. Thus, by virtue of their position in the project, they were able to positively or negatively influence parent participation.

On the positive side, the ethnic and language backgrounds of Parent Coordinators were closer to those of Title VII parents than was usually true of other professional staff members; therefore, coordinators were able to communicate better with parents and were more successful at engaging parents in project functions.

On the other hand, Parent Coordinators by virtue of their intermediary role were in a position to interpret parental involvement according to their own attitudes and beliefs. Many worked under minimal direct supervision, and had great latitude in how they accomplished their tasks. Some coordinators

assumed a paternalistic stance with parents, filtering the information provided for them and restricting parental input to the project on the assumption that parents were not sufficiently qualified to make meaningful contributions.

Given the centrality of the Parent Coordinator in Title VII projects, we have a number of suggestions to make about them. These suggestions will be more easily comprehended in subsequent chapters where the discussion of the Parent Coordinator role within each function will be treated in greater detail. Thus, we reserve our suggestions for the final chapter of this volume.

	FULL-TIME							PART-TIME					
	EASTLAND	GREENWOOD	KING EDWARD	PORTSMOUTH	ROCKWOOD	STADIUM	MAGNUS	MAGNUS	STADIUM	DARK CO.	BLUELAKE	PRESIDENTE	VALHALLA
NUMBER AND SEX	1F	2F 1M	5F	2F	1F	1M	1F	1F	1F	1F	1F	3F (+ CAC members)	2F (assist CAC efforts)
TYPE	Project Central Office at District Office	1 District 2 School	State Level	2 District	District	District	Project Central Office at one school	Project Central Office at one school	School	District	District/ Project Office	2 Project Office 1 school	District
AGE	1: 20's	2: 30's 1: 20's	No data	1: 60's 1: 20's	1: 40's	1: 30's	1: 30's	1: 40's	30's	50's	40's	30's and 40's	1: 30's
ETHNICITY	White	2 Hisp. 1 Black	5 Asian	2 Hisp.	Hispanic	Hispanic	White	White	Hispanic	White	White	3 Hispanic	2 Asian
SECOND LANG. FLUENCY	✓	2✓	5✓	2✓	✓	✓		✓	✓	✓	✓	3✓	2✓
EDUCATION	1: H.S.	1: H.S. 1: H.S. + 1: Coll.	1: H.S. 2: H.S. + 2: Coll.	2: H.S.	1: Coll.	1: Coll.	1: Coll.	1: Coll.	H.S.	Coll.	Coll.	3: Coll.	1: Coll.
PREVIOUS EXPERIENCE	Community member	1: T_1 Aide 1: School PC 1: Teacher	Pre-school teaching Ph.D. Linguistics Lang. teacher Secretary	1: Business Woman 1: Classroom vol.	PC for district for 6 years	Teacher	Teacher (3 years)	Teacher (3 yrs)	Vol + parent	Teacher + Administrator	Principal	Teachers 1: no data	T_7 Parent + Teacher
TRAINING	OJT	1: OJT + Bil. conf. 2: OJT only	On-going and structured	OJT	OJT	OJT	None	None	OJT	None	None	None	None
ATTITUDE RE: PROJECT	◒	●	◒	○	●	●	●	●	●	●	●	●	●
ATTITUDE RE: PARENTAL INVOLVEMENT	⊖	●	◒	⊖	◒	◒	◒	◒	◒	◒	◒	●	●
ATTITUDE RE: PARENTS	●	●	◒	●	●	◒	◒	◒	◒	●	◒	●	●

LEGEND:

SECOND LANGUAGE FLUENCY
✓ = Yes

EDUCATION
HS = High school educ.
HS+ = Some college
Coll. = College degree

EXPERIENCE
T_1 = Title I
T_7 = Title VII
PC = Parent Coordinator

TRAINING
OJT = on the job
Bil. conf. = bilingual conference
CAC = Community Advisory Committee

ATTITUDES
● = Very Positive
◒ = Positive
○ = Neutral
⊖ = Negative

Table 4–1. Characteristics of Parent Coordinators

	FULL-TIME							PART-TIME					
	EASTLAND	GREENWOOD	KING EDWARD	PORTSMOUTH	ROCKWOOD	STADIUM	MAGNUS	MAGNUS	STADIUM	DARK CO.	BLUELAKE	PRESIDENTE	VALHALLA
PROJECT GOVERNANCE		Coord. CAC correspondence Meeting logistics Transports and recruits Helps achieve goals	Stimulate parent attendance	Contacts parents re: meetings	Meeting logistics	Attends Title I and Title VII meetings				Recruits	Recruits	Helps with CAC agenda and correspondence Encourages participation	A parent/staff CAC member – acts as CAC resource person in curriculum
PAID AIDES		Administers proficiency tests								Recruits	Recruits	Coordinates workshops	
VOLUNTEERS		Recruits			Organizes field trips Recruits					Recruits	Recruits		Supervises parent volunteers
HOME TUTORING													
PARENT EDUCATION	ESL & GED classes	ESL-recruits and transports parents	Improves parents educational skills	Crafts	Plans and conducts sessions	ESL, GED	Recruits	Recruits	Arts and crafts		Designs workshops to attract parents	Coordinates workshops	
SCHOOL SUPPORT													
COMMUNITY-SCHOOL RELATIONS	Home visits Meets with parents at schools Translates	Informs re: project, school, and community Translates	Liaison Prepares and/or translates materials	Liaison	Home visits Communication link Transportation Counseling	School visits	Project information link Coordinate cultural events	Cultural events Informs parents	Transport Home visits Parent rooms	Liaison		Home visits Helps children with problems	Contacts parents Translate
SOCIAL SERVICES	Translates Assists parents with social agencies e.g., health	Informs parents re: community services								Locates jobs Helps relocate families			

LEGEND:

ESL = English as a Second Language
GED = General Education Development
CAC = Community Advisory Committee

Table 4–2. Activities of Parent Coordinators

CHAPTER 5
PARENT INVOLVEMENT IN TITLE VII GOVERNANCE

I. INTRODUCTION

Historically, the general public, especially members of low-income and racial/ethnic minority groups have been excluded from governance structures which decided issues on their behalf. In 1964, the widespread grass roots demands that individuals be given a voice in decisions directly affecting their lives yielded a legislative response, namely, the Economic Opportunity Act.

The Act required that poverty programs be developed with "maximum feasible participation of residents of the areas and the members of the groups to be served." Four years later, the enactment of Title VII of the Elementary and Secondary Education Act (ESEA) incorporated this concept, stipulating that

representatives of the target population participate in self-governance, at least within the confines of the project, through membership in a District-Level Community Advisory Committee (CAC).

In this study, parental involvement in governance is defined as participation in the decision-making process at the project level. To take into account all possible avenues of involvement, we attempted to identify other parent groups besides the CAC, as well as individual parents, that participated in project decision making. Finding relatively few instances of such participation, however, we focused our attention on the governance function as exercised by the CACs and, more specifically, on the nature and extent of parental involvement in these advisory groups.

A review of the literature on citizen participation suggested three primary areas of decision making in which CACs may be involved. The first is program content: decisions about what type of instructional services a program should provide and how they should be delivered. The second is the project budget. Here, we were interested in allocation decisions spanning the entire project, rather than merely a "parental involvement" line item. The third is project personnel: decisions about what criteria should be used in selecting staff, which candidates should be selected, and how tasks should be assigned. Because other areas in which the advisory group could conceivably be involved (for instance, decisions about its own function and operations) were considered of lesser importance, they are treated accordingly, in this chapter. Our discussion focuses on the three areas mentioned above.

This chapter is divided into four major sections. In the remainder of this section, we will outline those provisions of the Title VII regulations that relate to parent advisory groups and summarize our major findings with respect to governance. Section II describes the CACs. Section III discusses the factors that facilitated or inhibited parental involvement in governance, and, the personal and educational/institutional outcomes of such involvement. Lastly, Section IV presents the conclusions and policy implications of our findings.

TITLE VII PROVISIONS RELATED TO PARENT ADVISORY GROUPS

Although revisions to Title VII were being formulated and proposed at the time of the site visits, none had yet been adopted. Some project staff seemed generally aware that changes might be in the offing, but no one mentioned any specific revisions to the legislation. Thus, we believe that the anticipation of change did not distort our findings.

The legislative provisions in effect when our data collection took place, which relate specifically to parents and advisory groups, may be summarized as follows:

- Grant applications for project funding are to be developed in consultation with an advisory council, which will participate in planning the project. In addition, the advisory council will be given adequate staff and resources to review drafts of the grant application and to prepare comments and recommendations concerning the application.

- The advisory council will have a minimum of seven members, the majority of whom will be parents or other representatives of limited English proficient (LEP) children.

- Once the project is funded, an advisory committee shall be established to consult continuously with the grantee and to participate in conducting the project.

- The committee members are to be selected by the parents of children participating in the program. The majority of committee members shall be the parents of LEP children in the program. Moreover, half shall be members of the minority target population.

- A member of the advisory council may also be a member of the advisory committee.

- Parents shall be informed of the instructional goals of the program and of the progress of their children.

It is important to note that there are two different groups referred to in the legislation. Our Site Study data indicate that the council-committee distinction proved conceptually confusing and logistically cumbersome. (For a more detailed discussion, see Section II, the Nature of Parental Involvement in Community Advisory Committees). Because our sites were all ongoing projects, which should have had advisory committees, we will use the term "committee" or "CAC" in referring to the advisory group, regardless of the name it had at the site.

SUMMARY OF MAJOR FINDINGS

Our findings in the area of governance for the 13 sites in the study will be the subject of discussion in the remainder of this chapter. The four major findings may be highlighted as follows:

- All sites had a CAC for the Title VII project.

- In virtually every CAC, the majority group was parents of limited English proficient (LEP) students in the project.

- With a few exceptions, CACs were not deeply involved in governance. Most did not advise or otherwise contribute to decisions regarding the planning, implementation or evaluation of the project.

- The data revealed three distinct patterns of CAC involvement in governance: (1) no involvement: situations where the CAC played neither an advisory nor a decision-making role in the project; (2) token involvement: situations where the CAC was given some opportunity to discuss major project issues but ultimately had no influence on the decisions; and (3) advise/decide involvement: situations where the CAC contributed input which ultimately influenced the governance of the project.

II. THE NATURE OF PARENTAL INVOLVEMENT IN COMMUNITY ADVISORY COMMITTEES

The sample for the study was comprised of 13 Title VII sites located throughout the United States and representing three language groups: (1) Spanish, (2) other European, and (3) Asian. Consistent with their representation within Title VII, the Spanish language group constituted the majority (seven sites), whereas the remaining six sites were equally divided between the other European and the Asian language groups.

Only five of the 13 sites had both a council and a committee; and in all cases, the distinction was blurred and confusing. At Portsmouth, for example, the mandated responsibilities for these two bodies were switched, and the council had become the program implementation advisory group. At King Edward, Presidente, and Stadium, membership in the two groups was either identical or overlapped considerably. Stadium's council had for some time been replaced by the committee, but parent members attributed council accomplishments to the committee and referred to both entities as "the committee." Because King Edward and Presidente retained both council and committee as distinct entities, essentially the same people had to attend two separate meetings. Finally, Dark County resolved the dilemma by suspending committee operations for one year while the council met to prepare a new grant application; the effect was to exclude parents from participating in decisions about program implementation for the entire year.

In summary, the legislated distinction between council and committee simply did not work out well in practice. Consequently, our conceptual framework led us to look at parental involvement in any Title VII advisory group, or CAC, regardless of the term used to identify it.

In addition to the major findings highlighted earlier, many secondary findings about the advisory committees emerged from the study. These findings will be

discussed under four headings that appear to best describe the dimensions of the CACs:

- structure and organization,
- membership characteristics,
- operations, and
- functions (both governance and non-decision activities).

Data were collected on several variables within each dimension. Those which constituted a pattern or highlighted an interesting aspect of the CACs are listed in Tables 5-1 through 5-4 and will be discussed more thoroughly in the remainder of this section. The sites are grouped according to their participation levels in governance, with the more actively involved CACs appearing on the right.

STRUCTURE AND ORGANIZATION

Although Title VII regulations provide for the establisnment of district-level community advisory groups, with a majority of members being parents of students in the target population, the precise composition and organizational particulars of these groups are left to the discretion of the local project. Therefore, as Table 5-1 indicates, the structure and organization of the CACs varied considerably across sites.

All 13 sites had a Title VII CAC.* In four of these sites (all of them located in large urban centers or their suburbs), the CACs were incorporated into a district-wide advisory committee, in which parents with similar concerns oversaw a broad range of programs. Thus, the Title VII CAC constituted a subcommittee of the more comprehensive body. At three of the

*The data on Valentine are sparse throughout the chapter because the CAC was not established until the final two weeks of the Site Study. This was attributed to an election procedure outlined in the bylaws which required a quorum of potential members be present at a general meeting to elect school representatives to the CAC. District efforts to convene a quorum were repeatedly unsuccessful until May, 1980, yet the quorum provision remained unchanged.

four sites which had such an arrangement, the consolidated committee was concerned specifically with bilingual education and was, in fact, called the Bilingual District Advisory Committee (BDAC).

These BDACs were established to accommodate state-level mandates requiring district advisory committees for all state bilingual programs. In the case of Greenwood, the BDAC parent members represented district, State and Federal bilingual programs. The Title VII CAC parents were elected by their peers to represent their school program on the BDAC. The Title VII CAC existed only as a BDAC subcommittee. The entire BDAC participated in the discussion of issues brought before it for consideration. Parents were not kept from contributing their suggestions because of their particular funding representation. Rather, everyone's involvement was encouraged in order to achieve a consistently good bilingual education program throughout the district. It was not uncommon for this year's Title VII students to be the concern of next year's district program. Thus, all parents were perceived as having a legitimate interest in any issue addressed by the BDAC. At Valhalla and Valentine there were two separate entities, a Title VII CAC and a BDAC. The two-entity structure was also present at the fourth site (Stadium) where all specially funded programs were consolidated at the subdistrict level.

In terms of logistics, one-half of the CACs reporting met during school hours; the other half usually met in the evening. Typically, the meetings were conducted by either the Project Director or the Parent Coordinator, who was usually responsible for choosing the topics for discussion. At most CAC meetings, either both languages were used or the Project Director, Parent Coordinator, or some other project staff member provided translation.

MEMBERSHIP CHARACTERISTICS

Data on CAC members are contained in Table 5-2. Although Title VII guidelines do not restrict membership to parents, they do specify that a majority of the CAC must be parents of children served by the project. We found this majority

parent membership at ten of the 13 sites. In fact, nine of the CACs were comprised of 80 to 100 percent parent members. Parents were almost exclusively native speakers of the target language. The chairperson was a parent at all but one site.

Insofar as the selection of CAC members is concerned, most projects considered all Title VII parents to be eligible members, however, they had to attend meetings in order to qualify as official voting members. Generally, initial CAC membership was determined by a formalized selection process, i.e., peer election, staff appointment. Subsequent members were added once they attended a meeting. Thus, CAC membership tended to be fluid, with only a core of parents attending meetings regularly (see Table 5-1). In all but one instance, the project staff was responsible for recruiting CAC members, though school principals would sometimes help by identifying likely candidates. The one notable exception was Valhalla which assigned to one of its subcommittees the task of actively recruiting parents.

OPERATIONS

To understand better how the CACs worked as governance units, we examined two aspects of each committee's sustaining network: (1) how it was supported and (2) how it communicated with its members and with the larger community. Table 5-3 summarizes these data.

SUPPORT

We examined two major areas of support which could be provided by the project: training and other project support. Within training, we included whatever the sites identified as training for the CAC. Careful examination of the five sites revealed that the training was of a general orientation nature and did not address governance skills. The one minor exception to this pattern occurred at Rockwood, where two workshops were devoted to specific governance skills, namely, parlimentary procedure and budget development. Since the overall focus at the sites was non-governance, training is more

appropriately discussed under Chapter 7, Other Forms of Parental Involvement, Parent Education. Generally, other project support, whether for the CAC or other Title VII parents was not a major project focus at our sample sites. Office services were available at just over half the sites, whereas personal support was rare and project-related documents, when available, were rarely translated into the target language of the parent population. In fact, only two sites (Rockwood and Greenwood) provided all three types of other support.

COMMUNICATION

The information flow of an organization is always an important feature of its operations. Thus, we examined how the CAC communicated, both with its own membership and with other parties, such as other Title VII parents, the school staff and community. We discovered two distinct approaches.

Overall, it was the project staff that determined the content and audience of the correspondence. In these cases, communiques were written, targeted almost exclusively for members, and emphasized meeting logistics information which would increase attendance. However, three of the four sites where CACs participated in the communication mechanism (Greenwood, Presidente and Valhalla) illustrated an alternate pattern. First, their efforts were directed at reaching a larger audience, that is, they disseminated project-related matters beyond the CAC membership (i.e. superintendent, school board members and civic groups) in order to foster a broader base of community support for the program. Second, their methods accommodated what they perceived as parent concerns, namely, language and the need for personal contact through home visits or telephone calls.

FUNCTIONS

Since the advisory committee was designed to facilitate parental participation in governance, our primary interest was in the kinds of issues brought before the CACs and in the extent to which CAC members provided advice or otherwise influenced decisions on those issues. The governance-related issues

previously identified by our conceptual framework were those dealing with budget, personnel, curriculum and the proposal. Recognizing that CAC activities could extend beyond decision making, we also looked at other (non-decision) CAC activities, especially insofar as they explained the extent of CAC participation in governance. Table 5-4 gives data on both types of activities.

At ten of the sites under study, a formal role for the advisory committee had been written in either the grant proposal or the CAC bylaws, which usually paraphrased the language of the Title VII legislation calling for general parental assistance in the planning, development, and implementation of the project. At only two sites, Valhalla and Magnus, were more task-oriented roles specified for the advisory committee, and these specifications were used to justify their subcommittee structure. Valhalla's additional roles covered a wide range of activities, primarily in the area of governance whereas the roles at Magnus were limited to school support, a non-decision function.

Governance Activities. As was mentioned earlier, our study revealed three distinct patterns of CAC involvement in governance: no involvement, token involvement, and advise/decide involvement. The following discussion of governance activities is organized into these three categories, and the ordering of sites in Table 5-4 follows the three identified patterns.

Seven of the 13 sites fall into the no involvement category. CAC members did not participate in any aspect of decision making relative to the project. Though they existed as organizational entities, they served chiefly as a rubber stamp for decisions already made by the project staff, which neither solicited their input nor considered it as a factor. For instance, at Valentine, Bluelake, Rockwood, Stadium, and Eastland, no project issue was ever brought before the CAC for consideration or advisement. Rather, CAC members were informed of decisions after they had been made. The pattern varied slightly at Portsmouth and Lerida in that the final version of the grant application was submitted to the CAC for approval (but not with the

No Involvement	The CAC played no role in project decisions. The CAC may have been informed about project activities but did not participate in decisions about those activities. This category includes sites where CAC meetings were devoted to reports from staff about the project, and where there was no expectation that the project would change as a result of those reports. This category also includes sites where the CAC did not meet during the year.
Token Involvement	This category is characterized by the project staff's prominence in decision making. The CAC had limited opportunities for involvement and typically acted as a "rubber stamp." There are two distinct variations within this category, which are: (1) CAC meetings provide a forum for presentation of project matters. However, the CAC neither questions nor contributes to the project plan. (2) The CAC engaged in discussions of project topics and staff plans during meetings, occasionally offering ideas of its own. Nonetheless, its participation does not contribute to or otherwise influence project decisions.
Advise/Decide Involvement	The CAC gave advice that was heeded by project staff, or actually made decisions on its own. Although sites frequently said that their CAC "reviewed and approved" decisions in an area, to have been placed in this category, there must have been evidence that this review actually resulted in changes. Also, there must have been evidence of a pattern of advice taken or decisions made; it was not sufficient for there to have been but one instance when a decision was actually influenced by the CAC.

Figure 5-1. Levels of CAC Involvement in Governance

intention of allowing members to revise it or even comment on it). In short, these advisory committees were given no opportunity to generate suggestions, nor did they initiate any effort to influence the project's governance. To further illustrate this point, the Portsmouth site will be discussed in more detail. The Project Director had scheduled the two CAC meetings for October and May of the 1979-80 school year. At the first session, the Project Director nominated the officers who were ultimately elected and then proceeded to present Title VII's plan for the academic year (already underway), i.e., classrooms to be included, the math and reading curriculum to be used, and the parent craft classes to be offered. At the May meeting, she reported on the project's general accomplishments, but eliminated anything related to changes made during the year. The two noteworthy omissions represented approximately $1,500 in budget reallocations which directly affected parents: the home-school newsletter had been cancelled and the parent education materials allotment had been reduced by half. The Project Director then submitted the final copy of next year's continuation proposal to the CAC for sign-off approval. She neither explained the proposal to the members, nor solicited any feedback. Rather, she described it as "similar to this year's program." She stressed the importance of their signatures in order to obtain a funding commitment by the Title VII deadline. The meeting was adjourned until the fall.

Three sites belong to the token involvement category in that their advisory committees had some opportunity to interact with project staff on critical project decisions. Thus, the King Edward, Magnus, and Dark County CACs were all minimally involved in the preparation of the grant proposal. More specifically, the project staff gave information to the CAC members, along with specific options for consideration, prior to submitting the final version of the application. At both King Edward and Magnus, CAC members willingly approved the draft proposal without much discussion or questioning of the staff's judgment. The Dark County CAC occasionally suggested alternatives or additions to the proposal (i.e., a bilingual counselor, guest speakers, and a bilingual nurse). But these suggestions were either ignored or argued away by

the Project Director. For example, when the CAC requested that guest speakers be invited to assist the CAC in developing their governance skills, the Project Director strongly opposed the suggestion. Moreover, he admittedly used a stalling technique to avoid taking any action on the issue. In his words, "(Whenever a CAC member inquired about the status of the lecturers) I would simply tell them that I was still looking into it, until finally they dropped the issue." He was able to do this, for two reasons: (1) he was the CAC's only link to the school district's decision-making structure, and (2) he was regarded by all as "the expert" in bilingual education, a title he had earned by creating an exceptional program at Dark County. Of these three advisory committees, only the one at King Edward participated in a major project decision area beyond the proposal: the selection of personnel. The data indicate that some parents used to help initially screen potential project staff. The final decision rested with the Project Director, however, and the procedure for seeking parental input was never followed systematically. In summary, the advisory committees at these three sites participated in decision making to the extent that they at least discussed some of the issues before the final decision was reached. Nonetheless, they seem to have had no effect on the outcome. In the case of King Edward and Magnus, revisions were never offered by the CAC; in the case of Dark County, suggested modifications were typically ignored.

This general pattern of low CAC involvement in decision areas related directly to project governance conflicts somewhat with the findings from the Federal Program Survey. The estimated levels of CAC involvement were projected as higher in the FPS than those suggested by the Site Study. For example, in the FPS, 62 percent of the CACs were said to have at least advised the LEA in developing the project application or planning the project components. Moreover, 58 percent were at least involved in advising the LEA on the project budget. In contrast, the Site Study CACs were virtually uninvolved in these two areas. Two factors may help explain the discrepancy. First, the FPS respondents were district/project personnel. Second, the definitions used for "advising" in the Site Study were more stringent in that they were more closely linked to the ultimate decisions than were those used in the FPS.

Therefore, the FPS results were based on staff perceptions of the CAC's level of involvement which may have described a CAC as advisory if parents were asked to sign off on a proposal or budget, even if the CAC typically did so without questioning or suggesting changes. In the Site Study, involvement of this type would be considered "None" or "Token," depending on the level of CAC involvement.

Finally, the advisory committees at three sites demonstrated played a major role in project decision-making. The Greenwood, Presidente, and Valhalla CACs actively participated in, and ultimately influenced, project decisions in at least one crucial area. All three were involved in reviewing and commenting on the grant proposal. In addition, the Greenwood CAC played an active role in influencing personnel decisions: for instance, it requested that all paraprofessionals in the bilingual program be fluent native speakers in the language of the target population, a request subsequently adopted as a policy by the school district. More recently, concerned with the shortage of bilingual teachers in the district, the CAC suggested that a parent be included as a member of the interview committee, and this suggestion was also adopted. In the case of Presidente, the advisory committee made all budget allocations for the project. Since the Valhalla advisory committee was heavily involved in all major decision areas and was virtually a parent-run project, it merits a more detailed description. It follows as an illustrative case of an advisory/decision-making CAC; however, it is not intended to represent a typical level-three CAC. Although the CACs of these three sites did not necessarily have the final authority in decisions, their influence was strong, and their suggestions were seldom ignored or rejected.

Non-Decision Activities. At eight of the 13 sites, CACs were involved in non-decision activities. Indeed, in some cases, they represented the only type of parent participation in the project. Although such activities usually did not involve decision making, we will mention them here to illustrate the breadth of CAC involvement in Title VII projects. (See Chapter 7 for a more detailed discussion). These activities fall into four categories, as follows:

The Valhalla Title VII project operates three sites in one of the nation's major urban centers. It is one of several Title VII language projects in this LEA. It serves an almost exclusively middle to upper middle income population, which is drawn from all over the LEA. Thus, participating students are bused daily. The target language is an Asian dialect and about two-thirds of the students in the project are of Asian descent. The others are mostly White. The sample school studied is located in a middle income area and has a predominately White student population. However, the isolated nature of the Title VII project (which functions like a school-within-a-school) does not afford much interaction between the project students and those attending the regular school program.

The Title VII CAC is quite strong and efficiently organized into an elaborate subcommittee structure, headed up by an Executive Committee. The general CAC membership is determined by a parent or staff's direct affiliation with the program. Thus, all parents of children served by the program as well as all project staff are considered to be members of the CAC. However, the responsibilities of the CAC are specifically assigned to parents through a variety of mechanisms. First, all officers are elected and staff members may not hold office. Second, staff members may not comprise more than one-third of the membership of a subcommittee. Third, staff members on the Personnel Committee do not have voting rights.

There are two co-chairpersons of the CAC. This approach was designed to allow for at least one bilingual parent to act in this capacity. The co-chairpersons, the treasurer and the secretary are the nucleus of the Executive Committee which coordinates and directs the efforts of the other eight subcommittees comprising the CAC. In addition, the parents and staff of each Title VII classroom nominate one parent to serve on each of these subcommittees. Other parents are encouraged to volunteer their services as needed. The general CAC schedules at least four annual meetings, whereas the subcommittees meet on an as-needed basis and report their activities regularly to the Executive Committee. Throughout this network, meetings are conducted and agendas set exclusively by the CAC. At the time of the data collection, there were about 20 parent members (elected officers of the subcommittees) and 15 of these regularly attended the CAC meetings, three were men, 12 were women.

The Valhalla CAC was active in every phase of the program and maintained an extremely high profile in the project. To illustrate the scope of their involvement, the governance-related subcommittes were as follows: the Personnel Committee, the Recruitment/Publicity Committee, the Fundraising Committee, the Curriculum Committee, the Site Transportation Committee, and the Political Action Committee. The subcommittee network served two major unifying functions: (1) it focused the CAC's energies in specific project-relevant areas, and (2) ensured that some parents would concentrate all their efforts in securing the objectives for a particular area. The CAC exercised its decision-making authority both independently and in conjunction with the project staff. It functioned autonomously when it: located school sites to house the project, lobbied for and obtained district-supported busing for the students, raised funds for a CAC budget and controlled its expenditures (this year's yield was $5,000), interviewed and hired aides, and recruited parents into the various CAC activities. On the other hand, the CAC participated in conjunction with the project staff on program decisions when it interviewed and recommended applicants for teaching positions, reviewed and selected the instructional curriculum, allocated the project funds and formulated the proposal.

Aside from its governance role, the Valhalla CAC participated in welcoming new families into the program, recruiting for and coordinating the volunteer efforts of parents, establishing school level communication links between parents and staff, and providing food and refreshments for program events.

Although the CAC as a whole enjoyed considerable clout, no one parent could be identified as the most influential member. In fact, since about half of the membership had both college preparation and experience working in organizations, Valhalla had a pool of talented parent leaders who were committed to participatory democracy and worked cooperatively to that end by delegating major responsibilities to members throughout the CAC.

Other than access to copying equipment for the preparation of newsletters and minutes for distribution, the project provided very little support for CAC activities. The CAC received the personal support and encouragement of the Project Director, the school principal and other project staff. The home-school aide worked closely with the Recruitment/Publicity Committee member assigned to the school. She functioned as an information resource to ensure that the CAC was kept abreast of project and school-related matters which could be of concern to the CAC. The Curriculum Specialist worked with the Classroom Coordinators Committee to ensure the systematic operation of the instructional volunteer component. In addition, she acted as a resource person to the CAC on all issues dealing with curriculum.

In summary, the Valhalla CAC was able to play an active role in project decision making because its membership had considerable experience in group and organizational processes; it was effectively organized around specific goals and issues perceived as important; and lastly, its efforts were coordinated at both school and district levels by the combined efforts of staff and CAC. This high degree of coordination also facilitated the communication exchange between project, CAC and parents, thereby fostering an informed parent body.

Figure 5-2. Illustrative Case of Advise/Decide Involvement: Valhalla

- School Support: At all eight of the sites, advisory committee members gave support to their schools in a variety of ways: raising funds (luncheons), donating labor (e.g., making costumes, working on instruction materials), lobbying for continued funding (e.g., organizing signature drives and school board presentations), and sponsoring special school events (e.g., multicultural festivals).

- Parent Education: This CAC activity, most frequently designed as an outreach vehicle to attract parents, included training in crafts, English as a Second Language, and child care. Guest speakers were often used.

- Monitoring and Evaluation: CAC members sometimes visited classrooms. At one site (Greenwood), this classroom visitation resulted in a written evaluation report, but the data did not indicate whether the report was ever utilized in a decision-making forum.

- Community Liaison: At some sites, especially those where the CACs demonstrated major involvement in governance, CAC members reached out to the community by providing translation for non-English-speaking parents, helping students register in the program, informing parents about the program, recruiting for the advisory committee, and publicizing the program through appearances at civic functions.

III. DISCUSSION: CAUSES AND SEQUENCES OF PARENTAL INVOLVEMENT IN GOVERNANCE

One goal of the Study was to identify the factors that foster or inhibit parental involvement in decision making. Another goal was to describe the outcomes of such involvement. The finding that three patterns--no involvement, token involvement, and advise/decide involvement--could be discerned from the data, leads inevitably to the questions: Why are some advisory committees more involved in governance than others? What are the effects of more active participation?

This section, then, first describes the factors that seem to influence parental involvement in governance and then discusses the outcomes of that involvement.

CONTRIBUTORY FACTORS

Table 5-5, derived in part from the tables presented earlier, lists the factors which seem to have had a substantial influence on parental involvement in governance. For easier reference, this table has also been organized according to levels of participation, with the least active sites on the left, and the most active on the right. It should be noted that none of these factors by itself fosters or inhibits parental involvement; rather, they must all be considered in combination.

The first factor refers to the attitudes of the parent member target population. As was mentioned earlier, many parents, particularly at non-involvement sites had little formal education. Therefore, it seems reasonable to conclude that they were unfamiliar with the structure and operations of the school system and as a result felt unqualified to participate. Moreover, the concept of parental involvement currently operating in American schools may have been especially foreign to those

educated abroad, where parents are neither expected nor encouraged to contribute in school matters. Thus, the attitude that parents are not qualified and education should be left to the professionals was not uncommon, especially at sites where CACs had little or no involvement in governance.

In contrast, although a few parents at Greenwood and Presidente held similar views, this was not the prevalent attitude of the community. Moreover, these sites refused to accept this attitude and made attempts to change it. For example, the vice-president of the Greenwood advisory committee commented that the "education is for educators" attitude was one of the hardest to change, and that outspoken parents such as herself were often mistaken for staff. Therefore, she spent a good deal of time convincing other parents that they also had a meaningful role in the project and needed to be actively involved. Also, the Parent Coordinator stated that parents were far more likely to respond to other parents than to staff. Therefore, Greenwood combined staff and parent efforts to overcome this attitude.

The next two variables reflect the project staff's perception of the parents' role and the training opportunities they provided. Significantly, in those cases where project staff felt that Title VII parents were not qualified for other than a support role, parents themselves usually felt a sense of incompetence; these attitudes were found exclusively at "no-involvement" and "token-involvement" sites. Yet virtually none of these programs offered training that might have helped parents to become familiar with the governance process and to develop greater self-confidence. Although "advise/decide involvement" sites also failed to offer training, that failure was not a crucial factor, since most parents had previous parental involvement and leadership experience, as well as a working knowledge of the school system's operations.

The fourth and fifth variables have to do with Parent Coordinators. Two complementary patterns emerged: at virtually all the sites where the advisory committee played either an advise/decide or a token role in governance, the Parent Coordinators were individuals who strongly supported the concept of

parental involvement; their attitude is epitomized in the words of the Greenwood Parent Coordinator: "My job is to eliminate their excuses for remaining uninvolved." Conversely, the "no-involvement" sites did not have Parent Coordinators who played a strong supportive role.

In addition to the type of role assumed by the Parent Coordinator, the presence of school-level parent coordination further increased the level of influence a Parent Coordinator could have on interested parents, by virtue of making the opportunity for involvement more accessible. Most Parent Coordinators were located at a central project or district office and typically spent one or one-half day per week at each project school site. Thus, parents would have to either be familiar with the weekly schedule or travel to the central office to see the Parent Coordinator. Telephoning the Parent Coordinator was usually not a viable option, since many non-English and limited-English-proficient parents had difficulty getting beyond the predominately English-speaking staff, who were responsible for channeling incoming calls. Only four sites (Stadium, Greenwood, Presidente and Valhalla) had some form of school-level coordination effort, and three of these were advise/decide involvement sites. At Valhalla, it was a CAC parent member assigned to each project school who networked with the Parent Coordinator, whereas at Greenwood, it was another staff person who worked closely with the Parent Coordinator. The importance seemed to lie more in the sense of project closeness generated by the accessibility than in the person actually assuming the tasks. The combination of school-level accessibility and a Parent Coordinator who was strongly supportive of parents in governance was found only at advise/decide involvement sites.

The next factor highlights the importance of parent leadership. At sites where parents had little or no involvement in governance, a nonparent/project professional usually controlled the decision-making process. In contrast, at advise/decide involvement sites, a parent was the powerful figure, espousing and pursuing an active governance role. Typically, the powerful parent had previous leadership experience. At Greenwood, the vice-president of the CAC had helped to organize a parents' union and had been active on

other advisory committees, in one instance refusing to approve/sign off on a proposal to which the advisory committee had not been given an opportunity to contribute. At Presidente, the influential parent had previously been the CAC president and held an office in another civic organization. Valhalla had several parents, all experienced in group processes and organization operations; some had their own businesses, and others had operated cooperative nurseries for years. In short, virtually all parent members of the CAC knew how to set goals and how to secure the resources needed to achieve them.

The last factor that significantly contributed to parental involvement in governance was the CAC's networking capabilities. At no-involvement and token-involvement sites, the advisory committees existed in a vacuum, relying heavily if not exclusively on project staff as their link to the greater community. School board members, school superintendents, and community leaders who spoke the parents' language and who might have encouraged and supported their involvement in governance were often unaware of the existence of the CAC. Whereas at the three sites where parental involvement was heavy, the CACs themselves initiated contact with persons or groups in the larger community. This was done largely to establish a broader base of support for the program and thereby increase the likelihood for continued funding beyond Title VII. At Greenwood, the CAC vice-president had become acquainted with the superintendent and a school board member. She regularly invited them to meetings and visited them personally to secure their support on issues that were of major concern to the CAC. At Presidente, the former CAC president was also the president of an influential local civic group. On occasion, he would schedule Title VII presentations as part of the civic club's agenda in order to promote financial and moral support for CAC activities. At Valhalla, two subcommittees shared responsibility for keeping the project visible. The Publicity Committee's focus was more socially related to the events of the project, whereas the Political Action Committee emphasized the economic and political support of the project. Therefore, its energies were directed at lobbying efforts and supporting political candidates who were sympathetic to the CAC's educational interests.

In summary, those sites where the advisory committees took no part in the decision-making process were characterized by the attitude (on the part of both parents and project staff) that parents were not qualified to make project decisions. Yet, no training was offered to correct this situation. The factor that differentiated the no-involvement from the token-involvement CACs was that two in three of the latter had Parent Coordinators who believed in and encouraged parental involvement. Advise/decide involvement CACs were distinguished by the presence of a parent who assumed a leadership role, becoming the moving force behind the CAC's governance activities, networking the CAC to other members of the business and education communities, and otherwise reducing the CAC's dependence on project staff.

OUTCOMES

During the Site Study, we sought information on two broad classes of consequences of parental involvement activities. First, we looked for outcomes with regard to persons--parents, teachers, and administrators. Second, we inquired about outcomes affecting institutional and educational considerations--effects on the project, on schools, and on the district.

Our finding that there was little actual parental participation in project governance was reflected in the data we gathered regarding outcomes.

In terms of personal outcomes, parents were the only group to report positive effects emerging from their association with the CAC. Generally, being a member of the advisory group gave them a sense of importance, even in those cases where involvement in decision making was low or nonexistent. They said that they felt more comfortable around the school and that they had gained some confidence in dealing with staff. Only in the case of Greenwood, Presidente, and Valhalla did parents mention the feeling that their contributions were valued by the staff and that their involvement in the advisory committee gave them a sense of project ownership. Although there was one negative outcome reported, it was more attributable to the project's response

to parental involvement, rather than to the involvement itself. At Lerida, some parents, discouraged because they were given so few opportunities to participate in decision making, dropped out of the CAC.

Since the majority of CACs played a non-governance role, very few educational/institutional outcomes could be attributed to parental involvement in governance. The three advise/decide involvement sites were exceptions. At Greenwood, the advisory committee's insistence that all paraprofessionals be "native speakers" of the target population's language and that a parent sit on the committee to interview teacher applicants resulted in the commitment, on the part of the school district, to hire only high-quality bilingual personnel. The Valhalla CAC also influenced staff hiring policy by recommending all applicants to be considered for teaching positions and by hiring all paraprofessionals for the project.* The Presidente CAC caused the creation of a new staff position to provide counseling services at the junior high school level. It also obtained an increased allocation for purchasing books in the target language. These three CACs were joined by Dark County and Magnus in affecting yet another outcome: the parents had been instrumental in securing the LEA's financial commitment to the bilingual program. Thus, all projects were being continued intact with district funding. No negative educational/institutional outcomes were associated with parental involvement in governance.

*We use the term "hire" to indicate that the district offices formally responsible for hiring all personnel for the LEA never refused to hire the paraprofessional applicants recommended by the CAC. In fact, one CAC member voiced concern that aides were no longer referred to as employees of the CAC.

IV. CONCLUSIONS

The major conclusion to be drawn from the Site Study is that parental involvement in Title VII program governance has been virtually non-existent at over half of the projects. Several interrelated factors emerged which accounted for much of this situation. These factors include the language of the legislation, the level of support and coordination allocated to the CAC and the training provided CAC members. Thus, if legislators, program officials, and practitioners wish to increase meaningful parental involvement in governance, these are factors that could be affected by policy changes.

LEGISLATION

Our findings indicate that the language of Title VII is imprecise regarding the actual role of the CAC. Moreover, this vagueness (advise, assist, review and comment on the planning and implementation) was simply paraphrased as the formal CAC role statement at the sites. This led to implementations of this aspect of Title VII in which local administrators were interpreting the language of the legislation from their own experiences or perspectives, and with varying results ranging from CAC total non-involvement to advise/decide involvement. In most cases, the range of interpretation had not been conducive to CAC governance. Thus, the lack of involvement in governance may reflect a need for direction and focus rather than a reluctance to involve parents in this capacity.

The guidelines mandating the creation of two advisory groups posed a different problem. Upon implementation, the proposed distinction between council and committee became blurred and presented several logistical problems, even though the provisions seem relatively clear. The energies currently expended on maintaining this distinction could be better channeled toward the resolution of more germane project governance issues.

PARENT COORDINATORS

The mere presence of a Parent Coordinator did not determine a CAC's level of involvement. Rather, the success of the CAC depended on whether the coordinator's efforts were in support of the CAC as an active governance body. Thus, Parent Coordinators who were in the project for the sole purpose of recruiting classroom participation, or otherwise supplementing the instructional component did not influence CAC governance. Moreover, Parent Coordinators were also not effective unless their efforts were networked with a school-level person.

We conclude that the development of a CAC with governance activities should be supported by the initial interest and undivided efforts of at least one Parent Coordinator to act as a catalyst for parents. This Parent Coordinator need not be located at the project school but should coordinate efforts with someone at the school site. Once the CAC had begun to act independently, the Parent Coordinator could reduce his or her governance leadership to that of a facilitator and a CAC resource person. This Parent Coordinator role could be best directed with the aid of technical assistance from either the state or a regional center to maximize the effect of staff intervention and minimize the likelihood of staff domination of the CAC.

TRAINING

Our observations reveal that several obstacles to involvement are misconceptions or shortcomings of the target population in reference to the educational institution. Many parents lack familiarity with the structure and operations of the school system, with the concept of parental involvement in governance, with the skills required for participation, and lastly with the English language. In most cases, the lack of parental involvement is directly related to these factors, particularly when their unaltered continuation over a long period of time has made them virtually impossible to correct. Orientation sessions about Title VII regulations and the importance of parental participation have not attacked the heart of the dilemma, since parental shortcomings

are in governance skills acquisition, not in a lack of desire to contribute to the project, as evidenced by their participation in non-governance activities. Parents have been expected to possess expertise in specialized areas of educational governance. For example, the review and development of a proposal is an intimidating task for many an educator, yet parents are to participate critically without the benefit of training. Not surprisingly, ten of the 13 CACs repeatedly acquiesced to the judgment of prcject staff. Currently, Title VII regulations are silent in the area of CAC training. Our suggestion is that Title VII initiate a leadership role by identifying skill areas within governance which would be considered when developing a CAC training program. These might include attitudes about parental involvement, group process, school operations, problem solving, goal setting and resource allocation.

	VALENTINE	BLUELAKE	PORTSMOUTH	LERIDA	ROCKWOOD	STADIUM	EASTLAND	DARK CO.	KING EDWARD	MAGNUS	GREENWOOD	PRESIDENTE	VALHALLA
YEARS IN EXISTENCE	<1	1	12	4	3	1	4	10	5	3	5	6	7
SIZE	No data	54	23	12	9	37	13	12	16	14	63	No data	20
PARENT MEMBERS ATTEND	No data	25	13-15	No data	7	16	3	No data	5-8	10	15	30-40	15
NON-PARENT MEMBERS ATTEND	No data	22	None	None	None	4	No data	No data	None	None	15	None	5-6
ROLE OF SUBCOMMITTEES	Not Applicable	No specific duties	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	No specific duties	2 ad hoc support groups	Not Applicable	Never met	Major CAC governance mechanism
YEARLY MEETING FREQUENCY	1	1	2	Monthly	Monthly	Alternate months	2	4	5	5	Monthly	Monthly	4
MEETING TIME	Evening	Morning	Afternoon	Evening	Morning	Morning	No data	Afternoon	Evening	Morning	Evening	Evening	Evening
MEETING LOCATION	No data	No data	District	School	District	School	No data	District	Community Center	District	School and Community Center	School	Local Business
MEETING LANGUAGE	No data	English	Bilingual	Bilingual	No data	No data	Bilingual	English with translation	English	English	Bilingual with interpretors	Bilingual	Bilingual
AGENDA SETTING	No data	Project Director	Project Director	Project Director	Project Director & Resource Teacher	CAC Officers & Project Director	Project Director	Project Director	Parent Coordinator	Project Director	CAC Chair & Project Director	CAC Chair & Project Director	CAC Executive Committee
MEETING LEADERSHIP: NOMINAL/ACTUAL	No data	PD/PD	PD/PD	PD/PD	CAC Chair & PD/CAC Chair & PD	CAC Chair/ PC	PD/PD	PD/PD	PC/PC	PC/PC	CAC Chair/ CAC Chair	CAC Chair/ CAC Chair	CAC Chair/ CAC Chair
MINUTES: RECORDER/ DISTRIBUTION/ LANGUAGE	No data	None	Staff/on file/English	None	Staff/to members/ bilingual	None	None	None	Staff/on file/English	Staff/ attendees & on file/ English	CAC/to all parents/ bilingual	CAC/to all parents/ bilingual	CAC/to all parents/ bilingual

LEGEND:

PD = Project Director
PC = Parent Coordinator
CAC Chair = Community Advisory Committee Chairperson

Table 5-1. CAC Structure and Organization

PARENTS	VALENTINE	BLUELAKE	PORTSMOUTH	LERIDA	ROCKWOOD	STADIUM	EASTLAND	DARK CO.	KING EDWARD	MAGNUS	GREENWOOD	PRESIDENTE	VALHALLA
% OF TOTAL MEMBERSHIP	No data	46%	100%	100%	100%	80%	40%	80%	100%	100%	60%	100%	85%
AGE	No data	<35	No data	No data	31-49	30-40s	No data	41-50	21-50	31-35	31-40	31-40	31-35
SEX: % FEMALE	No data	100%	90%	No data	85%	95%	100%	85%	60%	100%	80%	50%	80%
ETHNICITY	No data	80% of target population	100% Hispanic	100% Hispanic	100% Hispanic	90% Hispanic	100% of target population	100% Hispanic	100% Asian	White	80% Hispanic	60% of target population	70% Asian
EDUCATION	No data	CAC Chair H.S.D.	60% < H.S.D.	100% < H.S.D.	100% < H.S.D.	Most <H.S.D.	No data	33% H.S.D. 66% <H.S.D.	25% Coll 25% H.S.D. 50% <H.S.D.	18% Coll 82% H.S.D.	60% H.S.D.	Most H.S.D.	50% Coll 50% H.S.D.
PREV. EXPERIENCE/ CAC LEADER(S)	No data	Classroom	Church, aide	None	None	None	None	PTA	PTA & community	None	CAC Chair & Parents Union	Civic leader & CAC Chair	Ran Co-op nurseries & business
RECRUITMENT	No data	None	Notices & phone	Not formal	Not formal	PD & PC	PD	PD & PC	PCs	All staff contact parents	PC and teachers	Not formal	CAC recruits
SELECTION	School reps. elected at general assembly	Elected	Volunteer	School reps. appointed, others volunteer	Volunteer	Appointed by principal & parent group	Appointed	Chair appointed, others volunteer	Volunteer	Volunteer	Reps. elected, others volunteer	Reps. elected, others volunteer	Reps. and officers elected, others volunteer
NON-PARENTS % CAC MEMBERS	None	54%	None	None	None	20%	50%	20%	None	None	40%	None	15%
GROUPS REPRESENTED		Staff				Staff	Staff, church	H.S. students			Staff		Staff
SELECTION		Volunteer				Appointed	Staff automatic member, others appointed	Elected by their peers			Elected		Automatic membership with TVII affiliation

LEGEND:

EDUCATION

<H.S.D. = Less than high school education
H.S.D. = High school diploma
Coll = College

RECRUITMENT

PD = Project Director
PC = Parent Coordinator

Table 5-2. CAC Membership

		VALENTINE	BLUELAKE	PORTSMOUTH	LERIDA	ROCKWOOD	STADIUM	EASTLAND	DARK CO.	KING EDWARD	MAGNUS	GREENWOOD	PRESIDENTE	VALHALLA
TRAINING	# OF SESSIONS	None	None	Bi-weekly	Monthly	Weekly	None	None	None	2	5	None	None	None
	ATTENDEES			Bilingual parents	Bilingual parents	Bilingual parents				Bilingual parents	Bilingual parents			
	WHO CONDUCTED			PC	Speakers	Resource Teacher				PC	PD/PC			
	TOPICS			Crafts "For Your Info"	General "For Your Info"	Parenting & making educational materials				Explain TVII & CAC's Educ. Role	Explain TVII			
OTHER PROJECT SUPPORT	PROJECT-RELATED DOCUMENTS	No data	Regs. (E)	Regs. were read to CAC (E)	None	Regs. (E) Evaluation reports Handbooks (B)	Regs. Evaluation reports Handbooks (B)	Regs. Evaluation reports (NE)	Regs. (E)	None	None	Regs. State P.I. handbook (E)	None	None
	OFFICE SUPPLIES AND/OR SERVICES	No data	Photocopy	None	Supplies for materials	Telephone	Telephone	None	None	None	None	Photocopy Telephone Translation	None	Photocopy
	PERSONAL	No data	None	None	Transportation Travel	Transportation reimbursement	None	None	None	None	Babysit	Transportation Babysit reimbursement	None	None
COMMUNICATION	INTRA-CAC	No data	Meeting attendance	Meeting notices (E) Meeting attendance	Meeting notices (B) Meeting attendance Telephone	Meeting notices & minutes (B) Meeting attendance	Meeting attendance	Meeting notices (B) Meeting attendance Telephone	Meeting agenda (B) Meeting attendance	Meeting notices (B) Telephone	Meeting notices (E) Attendance	Meeting notices & minutes (B) Attendance Telephone	Meeting notices & minutes (B) Attendance Telephone	Subs. report to Exec. Comm. Newsletter & minutes (B) Attendance
	CAC WITH OTHERS	No data	School reps on CAC Telephone committee	Meeting notices (E)	None	Informal	None	None	None	School bulletin	Notices & newsletter (E)	PD with principals CAC meets with supt.	CAC phone network	Newsletter & minutes (B) Home visits
	PERSONS RESPONSIBLE	No data	Project Staff & CAC Telephone Committee	Project staff	Project staff	Project staff	Project staff	PC	PD	PC	Project staff	CAC & Project staff	CAC & Project staff	CAC & Project staff

LEGEND:

LANGUAGE

(NE) Non-English Language Only
(E) English Only
(B) Bilingual

STAFF

PD = Project Director
PC = Parent Coordinator
Supt = Superintendent

Table 5-3. CAC Support Features

	VALENTINE	BLUELAKE	PORTSMOUTH	LERIDA	ROCKWOOD	STADIUM	EASTLAND	DARK CO.	KING EDWARD	MAGNUS	GREENWOOD	PRESIDENTE	VALHALLA
DECISION AREAS CONSIDERED BY CAC	None	None	Proposal	Proposal	None	None	None	Proposal	Proposal, personnel	Proposal	Proposal, personnel	Proposal, budget allocations	Proposal, budget, personnel, curriculum
LEVEL OF INVOLVEMENT	None	None	None	None	None	None	None	Token	Token	Token	Advise/Decide	Advise/Decide	Advise/Decide
CAC FORMALIZED ROLE	Assist with application Advise on all project phases	Assist & advise on all project phases Liaison Represent parents	Assist with application Encourage participation Monitor Evaluate	None specified	None specified	Participate in implementation Represent parents Liaison	None specified	Council: Review/ comment on application Committee: Consult on implementation	Council: Help plan Committee: Advise & participate regularly	Increase knowledge/ support for Bil. ed. & second lang. culture Increase PI leadership	No Data	Assist & advise on overall program Liaison Represent parents	One overall goal parallels Regs. and 9 specific (for each subcommittee)
SOURCE	Bylaws	Bylaws	Grant application	Bylaws (not seen for years)	Not applicable	Bylaws	Not Applicable	Bylaws	Project guidelines	Project staff	Grant application (based on State guidelines)	Bylaws	Bylaws
STAFF PERCEPTION OF CAC ROLE	No data	Support & advise Liaison	Receive information Liaison	Parents in educational program	Increase volunteers and attendance	Increase communication	Receive information	Support & advise	Proposal, advise & support	Same as formal role	Advise & participate in decision making	Same as formal role	Participate in project governance
KEY DECISION MAKER FOR THE CAC	None	Project Director	Project Director	Project Director	Project Director & Resource Teacher	Parent Coordinator	Project Director	Project Director & Bilingual Specialist/ PC	Project Director & Parent Coordinators	Project Director	CAC Pres., V.P. & Project Director	Previous CAC President	The CAC Executive Committee
NON-DECISION ACTIVITIES	None	Support (cultural events)	Parent education (crafts)	Support (cultural events, classroom) Parent education (speakers) Conference trips	None	None	None	Support (cultural events, classroom, fundraising & lobbying)	Support (cultural events) Parent education Liaison (translation) Visit classrooms	Support (cultural events & fundraising)	Support (cultural events & classroom) Parent education (ESL) Visit classrooms	Liaison (register students, orient & survey parents) Visit classrooms	Liaison (recruit) Support (fundraising, lobbying)

LEGEND

PC = Parent Coordinator
ESL = English as a Second Language

Table 5-4. Functions of the CAC

	NO INVOLVEMENT							TOKEN			ADVISE/DECIDE		
	VALENTINE	BLUELAKE	PORTSMOUTH	LERIDA	ROCKWOOD	STADIUM	EASTLAND	DARK CO.	KING EDWARD	MAGNUS	GREENWOOD	PRESIDENTE	VALHALLA
PARENT ATTITUDES: PROFESSIONALS MAKE DECISIONS	No data	✓	✓	✓	✓	✓	✓	✓		✓			
STAFF ATTITUDE: PARENTS NOT QUALIFIED FOR MORE THAN SUPPORT ROLE	No data	No data	✓	✓	No data	✓	✓		✓				
CAC TRAINING				Parental involvement in educational capacity	Budget Parliamentary procedure Instructional role				Project duties Instructional ro.?	General orientation			
PC SUPPORTIVENESS OF CAC	No data	△	△	No data	△	▲	△	▲	▲	▲	▲	▲	▲
SCHOOL-LEVEL COORDINATION	No data	□	□	□	□	▨	□	□	□	□	▨	■	■
POWERFUL PERSON	No data	○	○	○	○	○	○	○	○	○	◒	●	●
SCHOOL AND/OR COMMUNITY TIES	◆	◇	◆	◇	◆	◇	◆	◇	◇	◇	◆	◆	◆

✓ = presence of this attitude

LEGEND:

PC SUPPORTIVENESS
- △ = No Parent Coordinator
- ▲ = PC dominates CAC
- ▲ = PC supports CAC

SCHOOL-LEVEL COORDINATION
- □ = None
- ▨ = Staff
- ■ = Staff & CAC

POWERFUL PERSON
- ○ = Non-parent/Proj. professional
- ◒ = Shared
- ● = Parent

SCHOOL-COMMUNITY TIES
- ◇ = None
- ◆ = Potential ties, but a relationship has not evolved
- ◆ = Relationship exists

Table 5-5. Contributory Factors

CHAPTER 6
PARENTAL INVOLVEMENT IN THE EDUCATION FUNCTION

I. INTRODUCTION

This chapter will discuss three forms of parental involvement that, taken together, comprise the educational function:

- Participation as paid paraprofessionals
- Participation as classroom instructional volunteers
- Participation as teachers of their own children at home

The legislation for Title VII of the Elementary and Secondary Education Act does not address parental participation in any of these activities. However, it does not proscribe such participation, and we believe that these activities represent important opportunities for parental involvement. In the remainder

of this chapter we will discuss the extent to which Title VII projects made these opportunities available to parents of served children.

This chapter consists of five parts. The remainder of Part I presents a brief discussion of the major findings for each of the activities listed above. The next three parts will present the data for each of the three activities. The detailed data collected from the sites will be presented in tables. The text accompanying the tables will focus on the evidence that supports the major findings, occasionally exploring in depth a promising site-specific situation. In these presentations we will discuss the potential causes and reported consequences of parental involvement in each activity. The fifth part will present our conclusions.

SUMMARY OF MAJOR FINDINGS

PAID PARAPROFESSIONAL COMPONENT

In our data collection efforts, we focused on paid paraprofessionals who directly assisted teachers in the performance of educational duties. In Title VII classrooms these were often the people responsible for instruction in the target (non-English) language. There were two major findings in this area:

- Title VII projects did not make a special effort to involve parents as paid instructional aides.

- Because aides often conducted the lessons in the target language, parents in these roles had some autonomy in determining what to teach and how. Aides did not, however, have much to say in the overall design of projects.

VOLUNTEER COMPONENT

Once again, the focus of the data collection was on volunteers who played a role in the educational process. There was one major finding in this area:

- Very few Title VII projects had initiated systematic components of parental participation as volunteers.

PARENTS AS TEACHERS OF THEIR OWN CHILDREN AT HOME

There were no major findings in this area. However, we did find that:

- Three of the Title VII projects in the study had developed components for parents to serve as teachers of their own children at home that could serve as models for other sites.

Because the Title VII legislation does not mandate activities for parents in the educational function, it is not surprising that we found few sites with parental involvement in these areas. However, we did find evidence that some projects had initiated parental involvement components in this function and that these projects seemed to benefit from such involvement.

II. SITE STUDY FINDINGS: PARENTAL INVOLVEMENT AS PAID PARAPROFESSIONALS

We were interested in parents participating as paid paraprofessionals for two reasons:

- Paraprofessionals were expected to have a major influence over the educational activities in the classroom, especially in the target language. It was also assumed that they might influence the overall design of the project. This would be an influential role for a parent to play.

- Parents acting as paraprofessionals would be in a unique position to observe the operation of the project on an ongoing basis and to interpret it to other parents. This could increase parental support and/or lead to parent input about changes or improvements (via the CAC, for example).

The Title VII legislation and regulations do not mandate parental participation as paid paraprofessionals; however, the Federal Programs Survey revealed that 18 percent of the Title VII-served schools in the nation employed parents of Title VII-served children in these roles. The selection of sites for the Site Study deliberately included sites that reported this form of parental involvement so that we could learn more about the nature of this involvement and its consequences. We also chose some sites that did not have this form of parental involvement so that we could learn what impediments there were to involving parents as paid aides. As a consequence of the deliberate selection, there are more projects in the Site Study sample with parent paid aides than would have been likely if a random sample of sites had been drawn.

FINDINGS

PROJECT INTENTIONS AND PARENT OPPORTUNITIES TO PARTICIPATE

Only one project, Dark County, had ever specifically intended to hire parents as paid paraprofessionals. At the time of our study, however, these parents were no longer paid by Title VII because the district had assumed the financial support of the bilingual program in the elementary grades. Another project (Stadium) had never used Title VII funds to acquire the services of aides. The King Edward, Lerida, Greenwood and Valentine projects had no parents serving as aides. In these projects there were no apparent impediments to parent participation as aides, while at Eastland and Portsmouth the Project Directors held the opinion that the parents of Title VII-served children were likely to be incapable of being aides. The remaining five projects (listed with Dark County in Table 6-1) employed parents of served children as paid aides, but did not make a special effort to recruit among parents for these positions. These data support our first major finding: Title VII projects do not make a special effort to involve parents as paid aides.

From the data in Table 6-1, which shows various aspects of recruitment, selection and placement of aides, and Table 6-2, which presents the characteristics of parents working as Title VII aides, we can infer some secondary findings about the opportunities for parents to become employed as paid aides. The major criterion for hiring paraprofessionals is that they be bilingual. Although parents appear a likely source of such individuals, in many places thay are likely to be monolingual in the target language. One characteristic of parents who were hired as paraprofessionals was that they had had some previous experience in school settings (Table 6-2). This was consonant with the data in Table 6-1 that showed that in four of the six districts employing parents as paraprofessionals, the parents were recruited by a personal contact, usually someone representing the project. We infer from this that even though districts had no expressed intention of hiring

parents, they tended to select parents because some bilingual parents already participated in activities around the schools and became known to the project staff who then invited them to fill paraprofessional positions.

A notable exception to this pattern was the Valhalla project, in which a subcommittee of the Community Advisory Committee directed the recruitment, interviewing and hiring of paid paraprofessionals. Thus, in this project the parents controlled the access to the paraprofessional positions. (This important management role is discussed in Chapter 5.) It is interesting to note that the proportion of paraprofessionals who were parents was not greatly larger in this project than in others, despite the more direct involvement of parents in the selection process.

STRUCTURE, ORGANIZATION AND FUNCTIONING OF THE PAID PARAPROFESSIONAL COMPONENT

The data in Table 6-3 and Table 6-4 summarize the information obtained from the six sites with parent paid aides concerning the structure, organization and functioning of the paid paraprofessional component. The most interesting findings are that parent aides were not treated differently from non-parent aides (Table 6-3), and that paraprofessionals generally had a great deal of autonomy and decision-making authority in the classrooms in which they work but did not have any notable input into the overall project design or operation (Table 6-4).

An interesting secondary finding revealed that Project Directors and principals were somewhat distant from the day-to-day operation of the paid paraprofessional component. The person at the project level having the most frequent contact with the paid aides was the target language specialist who was responsible for developing the project-wide approach to instructing the target language. This person developed a detailed curriculum, sometimes creating the individual lesson plans and materials (as at Bluelake), and provided assistance to the aides who instructed the lessons.

An exception to the general rule that Project Directors and principals showed little involvement, was in the Magnus project. Here, the Project Director was also a principal and met weekly with the project staff at his school (including the aides) to discuss the plans for that week. This Project Director was also very involved in recruiting applicants for these positions and took a strong interest in seeing that the paraprofessionals functioned well in the project.

SUPPORT FOR THE PAID PARAPROFESSIONAL COMPONENT

Although the data in Table 6-5 did not lead to any major findings about parental participation in the paraprofessional component of the projects we studied, three interesting secondary findings did emerge. Only one of the projects having parents as paid paraprofessionals offered the teachers any specific training on how best to make use of paraprofessionals. Another interesting finding is that all of the staff members who played active roles in the project were very supportive of the paraprofessional component. Moreover, none of them singled out parents as being different in any way from the non-parents.

CONTRIBUTORY FACTORS

Since none of the sites we studied was making an effort to employ parents as paid instructional aides, we cannot describe factors that contributed to facilitating or inhibiting such efforts. The secondary findings reported above indicate that parents who became employed as instructional aides generally had been visible to project staff in other capacities (e.g., as volunteers or as aides in other projects). Such parents also had to meet certain standards such as being bilingual and having a high school diploma (not mandatory at all sites). Since not all parents of Title VII-served children could meet these requirements, a project would have to weigh carefully trade-offs between insisting that all candidates meet these requirements and allowing some parents who do not to participate as paid aides. A couple of the projects in our study had apparently decided that parents were not appropriate candidates for these positions, and had essentially closed the opportunity to the Title VII-served parents.

REPORTED OUTCOMES OF THE PAID PARAPROFESSIONAL COMPONENT

The educational and institutional outcomes that our Field Researchers discovered in the six sites with parent paid aides were usually associated with the paid paraprofessional component in general, not with the specific feature of having parents employed in these roles. All six sites reported that having aides made it possible to have a greater variety of activities in the classrooms. Dark County specifically indicated that parent paid aides had made it possible to include elements in the curriculum related to the ethnic heritage of the served children. All six sites reported that student development had improved.* In Dark County, Title VII staff reported that the development of students whose parents were paraprofessionals had improved.

In the Magnus site, parent paid aides reported that they explained the project to other parents, thus increasing support for the project. None of the six sites showed any influence of the project paraprofessionals on project design or administrative practices. Dark County was the only site to indicate that parent aides recruited more parents to become aides. Elsewhere, there seemed to be no effects of parent participation as aides on the level of parent involvement in these projects.

With respect to individual or personnel outcomes, both the parent paraprofessionals and the teachers reported positive outcomes. The increased job satisfaction reported by teachers apparently was not a consequence of parental involvement, rather it was related to the reports that having a paraprofessional in the classroom made it possible to do more things. Administrators did not report individual or personal benefits, which is not very surprising given that they had relatively little to do with this component. On the other hand, it should be noted that none of them reported negative outcomes of parental participation.

---

*The evidence for this was usually drawn from a formal evaluation of student progress.

III. SITE STUDY FINDINGS: PARENTAL PARTICIPATION AS VOLUNTEERS IN THE CLASSROOM

In this section we are concerned with parents who served as volunteers in the instructional component of Title VII projects. In addition to describing the activities they performed in assisting in the classroom, we were interested in the degree to which such volunteers influenced the nature of the instructional services provided to children. We did not expect such volunteers to have a major role in determining instructional content and strategies. Rather, we expected them to function at the direction of the teacher or paraprofessional. However, we did expect that parents who volunteered and served on a regular basis would have had a very good opportunity to observe the operation of the project on an ongoing basis. Were they to describe their observations to other parents, there might be greater support for the project and/or parental input about changes or improvements (via the CAC, for example).

The legislation for the Title VII program does not address volunteerism in any form. However, the Federal Programs Survey revealed that 28 percent of Title VII-served schools did have parent volunteers in the educational program. The selection of sites for the Site Study included projects reporting parent volunteers and those that did not, so that we could learn what facilitated and what impeded this form of parental involvement. As a consequence of this deliberate sampling, the Site Study has more projects with parents as volunteers than would have been expected if the sample had been random.

FINDINGS

The data on parental participation as volunteers in the classroom, Table 6-6, show that only one project, Valhalla, had a parent volunteer component that was systematically integrated into the instructional program. Presidente and Rockwood both had formal mechanisms for obtaining indications of parent interest in volunteering, but very few parents participated on a regular basis. At Magnus, Bluelake and Greenwood parents came into classrooms only to

put on specific demonstrations (e.g., handicrafts, dances) or talks (e.g., about careers) when requested by the project staff. At Portsmouth and King Edward, there was only sporadic volunteer activity. At the remainder of the sites there was no evidence of parent volunteers in the instructional program.

The nature of the Valhalla volunteer component was sufficiently different to warrant considering in some detail. Parents were recruited via letters sent to the homes and by announcements at the CAC meetings. (A subcommittee of the CAC directed these efforts.) Participation as volunteers was presented as an important way for parents to assure that the program corresponded to their desires for their children. The quality of the educational program in this project was emphasized (some parents referred to it as an "oasis in an educational wasteland"), and a lot of peer pressure to participate was exerted on parents.

The parents of the children in each of the project classrooms were supposed to confer with the teacher throughout the year to set goals for the class. It was stressed that parents who volunteer would be in a very good position to monitor the extent to which these goals are achieved.

Two of the parents in each Title VII-served class are designated "coordinators." They were responsible for informing other parents of the schedule for CAC meetings and for coordinating the days of the week on which the various parents are to show up to perform their volunteer work.

Because many parent volunteers served on the CAC, and because most of them attend CAC meetings or had input through the CAC subcommittees (described in Chapter 5), the instructional volunteer component in this project functioned very much like the ideal we set out earlier. Parents were well integrated into the project: setting goals in cooperation with the teacher, observing the achievement of those goals (while helping to bring that achievement about), and having an open channel of communication to the primary decision-making body in the project (the CAC).

CONTRIBUTORY FACTORS

The primary factor contributing to parental involvement as instructional volunteers was that someone be responsible for organizing the activity and recruiting parents to participate. At the most active of the sites, Valhalla, this effort was conducted by a subcommittee of the CAC. At Presidente and Rockwood the project staff had parents indicate their willingness to participate (by signing up or listing activities they could do). At Presidente, the teachers contacted the interested parents, as needed, to work in their classrooms. In a few cases, the parents were asked to participate on a regular basis. At Rockwood, the community liaison worker made contacts with the parents who had listed activities, and matched parents to teachers with specific needs. Obtaining parental involvement as volunteers was not a high priority in this project, however. The community liaison worker had many other responsibilities and could devote only a small fraction of time to matching volunteers to classrooms.

A related factor influencing the degree to which parents become involved as volunteers was the sense they had of being needed. Small samples of parents who were not participating in any project activities at six of the sites (Rockwood, Magnus, King Edward, Dark County, Portsmouth and Eastland) reported that they did not perceive the project as needing their help. At five of these sites (all but Rockwood), there was no project effort to mobilize parents to become volunteers. Probably the clearest example of the need for staff interest is the Portsmouth site. Many of the people who were interviewed indicated that parents had been very active as volunteers at one time. About five years ago a new Project Director, who was not interested in parental involvement, took over and all of this activity waned. The project staff began to appear inaccessible to the parents. Some parents tried to make themselves available, but they felt that the staff was unresponsive to their efforts.

Project-initiated efforts were particularly important in Title VII projects where many non-participating parents were described as shy of participation because of their inability to deal with English or their attitude that

schooling is a job for professional educators (reported by parents and other respondents at Presidente, Rockwood, Lerida, Stadium, Portsmouth and Greenwood). The Valhalla project benefited from having middle-class parents, most of whom spoke English. In addition, many of the participating volunteers at this site reported that they had had previous experience with parent cooperative nursery schools--experiences directly relevant to managing a concerted volunteer effort, such as planning and scheduling to assure volunteer coverage for the entire school day.

The prior experiences and the generally wealthier status of parents in the Valhalla project may have contributed to the success of the volunteer component, but they are not necessary prerequisites as is illustrated by some data gathered incidentally to this inquiry. At the Bluelake site there was a small Title I volunteer component operating at one of the studied schools. Parent volunteers supervised students in a reading laboratory equipped with special teaching machines. Because very few Title VII-served children were participating in this Title I-sponsored laboratory, it was not a major focus of the study. However, it was learned that parents were responsible for organizing parent volunteers to staff the lab during the times it was available to students. Although this example was peripheral to Title VII project, it does suggest that less well-to-do parents can be relied upon to maintain an organized volunteer component themselves, if they are called upon to do so.

REPORTED OUTCOMES OF PARENTAL PARTICIPATION AS VOLUNTEERS

Parent volunteers in the classrooms at Valhalla, Presidente and Rockwood indicated that a strong motivation for their involvement was a concern for the quality of the project's educational offerings. They reported that participating as volunteers had satisfied their need to help the project to provide a high-quality educational program. The parent volunteers at Magnus and Bluelake reported similar personal outcomes of participation, specifically focused on the components of these projects that are directed at preserving the local cultural heritage.

The educational and institutional impact at Valhalla was greatest, because the continuity of volunteers allowed the teachers to initiate a larger variety of activities in each classroom, knowing that the volunteers would be present to conduct them. At Presidente and Rockwood, the project staff expressed growing interest in and support for the volunteer component based on positive experiences. However, neither of these volunteer components was developed to the extent that it could have a clear impact on the educational or institutional arrangements in these projects.

IV. SITE STUDY FINDINGS: PARENTS AS TEACHERS OF THEIR OWN CHILDREN AT HOME

Providing parents an opportunity to participate as teachers of their own children at home is a way of establishing a partnership between the home and the school with the goals of enhancing the educational program for the child and making the parent feel a part of the educational enterprise.

From the point of view of enhancing parental involvement for its own sake, instruction of one's own child at home does not seem to have the same possibilities as participating as a paraprofessional or volunteer. There is little chance to observe the project in operation (this never occurred in our sites as a part of this component), and much less chance to have direct impact on the overall design of the project. However, this form of involvement might be cost effective in terms of the enhancement of the child's educational program, and it could serve to initiate a relationship between parent and project that could develop into involvement in other areas.

We were interested in determining how this component functioned, what factors influenced its functioning, and what outcomes were reported as a consequence of providing these opportunities.

Although the legislation for the Title VII program does not require these activities, the Federal Programs Survey indicated that 74 percent of the Title VII-served schools had tried one or more of them (e.g., putting on workshops for parents, sending special materials home). However, the survey did not include information about frequency, intensity or costs. The information from the survey about these activities was not used in selecting projects for the Site Study. Thus, the sample for the Site Study might be expected to mirror the findings from the Federal Programs Survey with respect to the number of cases reporting activities of this nature. This was, in fact, the case: 60 percent of the Site Study projects had some activities in this area.

FINDINGS

Three of the projects had systematic, Title VII-funded components of this nature (Lerida, Presidente, Magnus). Two other projects relied on other sources of funding to provide related activities (at King Edward this was a small part of a much larger district-sponsored parent education component; at Stadium one session of a Title I workshop series was held in the target language for the benefit of the Title VII parents). Three other projects (Rockwood, Bluelake, Greenwood) provided single sessions on the very general topic of parent-child relationships, with a focus on schoolwork.

The three sites with systematic efforts showed three different approaches to forming a partnership with parents. Each one is discussed below, including the contributory factors and outcomes associated with it.

At the Lerida site, one of the two schools we studied was participating in a demonstration project focused on parental involvement in meeting the educational needs of the children. The parents of all Title VII-served students were eligible to participate in the home-based component of this project. Parents were informed about the instructional topics and concepts being presented at school. They participated in monthly workshops to learn how to make instructional materials related to those concepts, and how to use these materials at home. In addition to the monthly workshops, the parent specialist worked with the parents at home, sometimes using additional materials provided by the teachers.

Although this component seemed to be well conceived, it did not function particularly well. The monthly workshops were attended regularly by only five to eight parents (out of 20 eligible families). Furthermore, the parent specialist had only one day per week to conduct home visits and was not able to see many of the parents very frequently. The reason for both of these problems lay in the fact that all of the Title VII parents lived ten or more miles from the site of the workshops because the district was involved in a busing program that transported these served children to a school away from

their neighborhoods. The receiving school became the focus for program services. This component had not operated long enough for the staff to gauge its effectiveness.

The component involving parents as teachers of their own children at home in the Magnus site was similar in intent to the Lerida program, but much less intense. In this project, there were ten training sessions (held in the evenings throughout the school year) that were designed to familiarize the parents with the target language vocabulary the children were learning in class. Sheets of these words were sent home for the parents to practice with their children. Usually 50 to 60 parents attended these sessions. One way that the project was able to obtain this relatively large turnout, was that the language session was always followed by a session dealing with a part of the local cultural heritage. Once, when this second session was a "pot-luck" of the local foods, about 200 parents attended. The project had no formal follow-up or evaluation of this component, so there were no reports of educational outcomes associated with it. The participants (staff and parents) expressed personal satisfaction with the sessions.

Finally, the Presidente project presents yet another approach to this area. Here the focus was not on the specific needs of served children or on the bilingual part of the curriculum, rather it was on schooling in general. A series of workshops dealt with such topics as: discipline, guidance, helping with homework, and educational activities during the summer. The need for these topics was determined by the resource teacher from questionnaires filled out by the parents. The workshops were given in English and the target language. The workshops were instructed by local university professors and by staff of a Bilingual Resource Center. The home-school counselor followed up with home visits to some of the parents who participated in the workshops. The teachers at Presidente reported that children whose parents participated in these sessions began to do better at school.

Parental participation as teachers of their own children at home was something that many of the projects had touched upon, but only these three tried to develop a component. Their efforts could serve as guidelines to other projects wishing to emphasize this area.

V. CONCLUSIONS

Generally speaking, local designers of Title VII projects did not attempt to develop components of parental participation as paid paraprofessionals, instructional volunteers or as teachers of their own children at home. The generally low level of parental involvement in the education function is not surprising in view of the fact that the Title VII legislation does not address this area at all. In our report on the Federal Program Survey, we concluded that a strong Federal impetus was needed to encourage projects to implement components of parental involvement. The data from the Site Study indicate that in the absence of such a mandate, only a few projects have successfully integrated parents into the education function.

Parental participation as paid paraprofessionals occurred at our sites almost entirely by happenstance--some qualified parents were known to people on the project staff and were recruited to serve in these roles. It is likely to be true that more parents could be serving as paraprofessionals if the sites emphasized recruiting among parents. The ubiquitous requirement that applicants be bilingual probably shouldn't be reduced in importance, however. This will probably mean that many parents who do not speak English well enough will not qualify for these positions. The requirement that applicants have high school diplomas was not universal, and may eliminate some parents who could fill these positions. It is not clear that this requirement is especially valuable.

Parents participating as instructional volunteers were organized into a well-integrated part of the project at only one site. It seems likely that other sites could achieve similar levels of participation in the classrooms, although they may not achieve the level of integration displayed at Valhalla. We expect that it will require a certain amount of outreach on the part of the project to initiate such a component, but that it could be self-perpetuating, with parents supplying the continuing organization. The interest in volunteering shown at other sites suggests that there is a considerable resource waiting to be tapped by the Title VII projects.

Opportunities provided to parents to participate as teachers of their own children at home were few. However, many projects expressed an interest in helping parents to help their children with schoolwork. This expression of interest could be expanded upon following the outline of some of the more active sites we studied.

The interest and commitment of project staff is probably the most important ingredient for achieving more active parental involvement in any of the areas in the education function. At many sites the non-participating parents reported that they had no sense that their participation was needed. Other non-participating parents reported feeling shy of the school or project staff. These feelings appeared difficult to overcome, some of the sites in our study were able to do so.

The data clearly indicate that where staff interest and desire were translated into a specific place for parental involvement in the education function, parents responded and participated. We believe that more parental involvement in this function could be achieved, and that Title VII projects would benefit from it.

	VALHALLA	PRESIDENTE	ROCKWOOD	MAGNUS	BLUELAKE	DARK CO.
RATIO OF PARENT AIDES TO ALL TITLE VII AIDES	1 of 2	3 of 6	1 of 7	4 of 8	2 of 11	3 of 13
RECRUITMENT STRATEGIES						
IMPERSONAL:						
POSTED NOTICES		✓	✓			
NOTICES SENT HOME	✓	✓	✓	✓	✓	
ANNOUNCEMENTS AT MEETINGS	✓	✓				
LOCAL MEDIA ANNOUNCEMENTS			✓	✓	✓	✓
PERSONAL CONTACT BY:		Teachers		Project Director	Principals	Bilingual Specialist
INFORMAL NETWORK		✓	✓		✓	✓
HIRING PROCEDURES						
INFLUENCES HIRING	Sub-committee of CAC	Project Director	Principals	Project Director	Principals	Principals
FINAL AUTHORITY	Sub-committee of CAC	District personnel office	District personnel office	School Board	Project Director	District personnel office
CRITERIA FOR POSITION						
BILINGUAL	Yes	Yes	Yes	Yes	Yes	Preferred
HIGH SCHOOL DIPLOMA	Yes	Yes	No	Yes	No	Yes
OTHER	Experience working with children	Seeking teacher certification; teaching experience				
ASSIGNMENT TO CLASSROOM						
MADE BY	Sub-committee of CAC	Central office	(Aides are hired to fill specific vacancies)	Project Director	(Aides are hired to fill specific vacancies)	(Aides are hired to fill specific vacancies)
CRITERIA USED	Teacher and aide preferences	No aide in own child's class		Needs for specific skills		

LEGEND:

RECRUITMENT STRATEGIES

✓ = Method used at this site.

Table 6-1. Opportunity Mechanisms for Parents to Participate as Paid Paraprofessionals

	VALHALLA	PRESIDENTE	ROCKWOOD	MAGNUS	BLUELAKE	DARK CO.
NUMBER AND SEX	2 Female	3 Female	1 Female	4 Female	2 Female	3 Female
AGE RANGE	Under 40	26-50	No data	30-50	35-40	No data
RACIAL/ETHNIC BREAKDOWN	2 TL	3 TL	1 TL	4 TL	2 TL	3 TL
EDUCATIONAL BACKGROUND	2 BA	3 HS	No high school	2 HS 2 No high school	No data	3 HS
REASONS FOR PARTICIPATING						
ENJOYS WORKING WITH CHILDREN	✓		✓		✓	No data
NEEDED WORK		✓				
INTEREST IN TARGET LANGUAGE AND CULTURE				✓	✓	
PREVIOUS EXPERIENCES						
VOLUNTEER IN SCHOOL	✓		✓	✓	✓	
PRE-SCHOOL CHILD CARE	✓					No data
TEACHING EXPERIENCE		✓		✓		
AIDE IN ANOTHER PROGRAM				✓	✓	

LEGEND:

ETHNICITY
TL = Ethnic group of target language

EDUCATION
HS = High school diploma
BA = College degree

REASONS FOR PARTICIPATING
✓ = Reason given by PPP

EXPERIENCE
✓ = PPP had experience in this area

Table 6-2. Characteristics of Paid Parent Paraprofessionals (PPPs)

	VALHALLA	PRESIDENTE	ROCKWOOD	MAGNUS	BLUELAKE	DARK CO.
YEARS OF OPERATION OF PP COMPONENT	7	3	3	3	2	9
FUNDING						
SOURCES	Title VII	Title VII	Title VII	Title VII	Title VII	District
AMOUNT PER AIDE	$6000	No data	$4000	$6000	$5000	No data
KEY PERSONNEL ROLES						
PROJECT DIRECTOR	No direct involvement	Formal evaluation	No direct involvement	Manages component	Manages component	No direct involvement
TARGET LANGUAGE SPECIALIST	Serves on sub-committee of CAC Trains & works with aides	Trains & works with aides	Trains & works with aides	Trains & works with aides	Trains & works with aides	Informal help to aides
PRINCIPALS	No direct involvement	Monitor aides	Formal evaluation	Weekly meetings with aides Monitor aides	No direct involvement	Formal evaluation
TEACHERS						Informal help to aides
	Informal monitoring	Formal evaluation	No special function	Formal evaluation	No special function	Formal evaluation
ARE PARENT AIDES TREATED DIFFERENTLY FROM NON-PARENT AIDES?	No	No	No	No	No	No
ARE TITLE VII AIDES TREATED DIFFERENTLY FROM OTHER AIDES?	No data	No data	More responsibility More autonomous	More prestigious job title	No	More prestigious job title
MONITORING AND EVALUATION						
FORMAL EVALUATION OF INDIVIDUAL PAID PARAPROFESSIONALS	Two per year: 1) Civil Service Evaluation 2) Sub-committee of CAC Evaluation	Monthly rating and review meetings	Two evaluations in six month probationary period	Weekly monitoring feeds into annual evaluation	Does not occur (Aide performance is monitored only)	Two evaluations per year
INFORMAL MONITORING OF INDIVIDUAL PAID PARAPROFESSIONALS	Teachers monitor informally	Does not occur	Does not occur	Does not occur	Does not occur	Does not occur

CAC = Community Advisory Committee

Table 6-3. Structure and Organization of Paid Paraprofessional Component

	VALHALLA	PRESIDENTE	ROCKWOOD	MAGNUS	BLUELAKE	DARK CO.
INSTRUCTIONAL ROLE						
DIRECT INSTRUCTIONAL ACTIVITIES						
TEACHES TARGET LANGUAGE	Yes	Rarely	Rarely	Teach dialect	Yes	Yes
TEACHES OTHER SUBJECTS IN TARGET LANGUAGE	Rarely	Yes	Yes			Yes
TEAM TEACHES WITH TEACHER		Yes		Yes	Yes	
INSTRUCTIONAL SUPPORT						
CLERICAL ASSISTANCE	Yes	Yes	Yes	Yes	Yes	Yes
DECISION-MAKING INPUT						
CLASSROOM LEVEL	**	**	**	*	*	**
PROJECT-WIDE	None	None	None	None	None	None
NON-INSTRUCTIONAL ROLE						
SUPERVISE STUDENT ACTIVITIES OUTSIDE OF CLASSROOM	No data	No data	No	No	No	Yes
COMMUNICATION LINK FOR OTHER PARENTS	Translation of letters	Occasionally (informal)	No	Occasionally (informal)	Occasionally (informal)	No

LEGEND:
DECISION MAKING:
** = Very autonomous, makes many decisions on own, especially regarding instruction in target language.
* = Autonomous, makes some decisions on own.

Table 6-4. Functioning of the Aide Component

	VALHALLA	PRESIDENTE	ROCKWOOD	MAGNUS	BLUELAKE	DARK CO.
PROGRAMMATIC SUPPORT						
PRE-SERVICE TRAINING	One day	One day	None	2-3 days	None	5 days
IN-SERVICE TRAINING	4 one-hour sessions	6 2-hour sessions	Monthly training services	One per week	2 half-day sessions	Banned by superintendent
FOCUS	Target language and culture	Teaching LEP students Materials preparation	Instructional techniques Materials preparation	Target language Teaching in Bilingual classes	Lesson plans Instructional methods	–
TRAINING FOR TEACHERS ON USE OF PPs	None	None	None	Same pre-service; also 4 hours on effective use of PPs	Same workshops *	None
ADVANCEMENT OPPORTUNITIES	No data	Support for seeking credential (3 aides received this, 2 were hired as teachers)	No data	Support for second language certification—at aide level	No data	LEA supports seeking college degrees

LEGEND:
LEP = Limited English Proficiency
* = Special courses in the target language were arranged for teachers and PPs.

Table 6-5. Support for the Paid Paraprofessional Component

	VALHALLA	PRESIDENTE	ROCKWOOD	MAGNUS	BLUELAKE	KING EDWARD	DARK CO.	LERIDA	STADIUM	PORTSMOUTH	EASTLAND	GREENWOOD	VALENTINE
DEGREE OF PARENTAL INVOLVEMENT (PI)	●	◕	◕	◔	◔	◒	○	○	○	◒	○	◔	○
NUMBERS OF PARTICIPANTS	20 per school (regular)	138 - most are not	1 per school is regular, 1 is not	No data	No data	No data	–	–	–	No data	–	No data	–
RECRUITMENT	Letters home CAC announcements (Serious intent – see text)	Parents sign up during registration Teachers contact them as needed	Parents list things they could/would do Community liaison person makes contact	Informal	Informal	Informal, teachers				Parent initiated		Informal, teachers	
ACTIVITIES	Tutor Art projects Field trips	Clerical work Tutoring supervision Make materials Give tests	Make materials Supervise kids Read stories in target language	No data	No data	No data	–	–	–	Make materials	–	Give classroom presentations	–
PROGRAMMATIC SUPPORT	No formal mechanisms	Attend PP workshops & conferences	Attend PP training sessions	None	None	None	–	–	–	None	–	None	–
PERSONAL SUPPORTIVENESS OF KEY PERSONNEL													
PROJECT DIRECTOR	□	▬	▬	No data	No data	No data	–	–	–	□	–	□	–
CURRICULUM SPECIALIST	■	▬	▬							□		▬	
PRINCIPALS	□	▬	▬							□		□	
TEACHERS	■	▬	▬							□		▬	

LEGEND:

DEGREE OF PI

○ = No parents in this capacity

◔ = Parents put on special demonstration

◒ = Parents irregularly work in classrooms

◕ = A few parents work regularly

● = Formal component of project

PERSONAL SUPPORTIVENESS

□ = No involvement

▬ = Increasing support

■ = Very supportive

115

131

135

Table 6-6. Parental Participation as Volunteers in the Classroom

CHAPTER 7
OTHER FORMS OF PARENTAL INVOLVEMENT

I. INTRODUCTION

In this chapter we describe our findings concerning three other forms of parental involvement: (1) parent education, (2) school support, and (3) community-school relations. Parent education encompassed project efforts to help parents with personal improvement and the provision of formal educational opportunities. School support included various types of non-instructional volunteer activities to enhance project resources. Community-school relations consisted of project efforts to communicate with parents and to develop positive relations between parents and project staff members.

The chapter is organized into four sections. In the remainder of this section, we discuss the regulatory language regarding the three forms of

parental involvement and then present our major findings concerning the three forms. Section II contains details on what we found regarding project activities in each of the three forms. In Section III we discuss our findings, and identify the causes and consequences of these activities. Finally, Section IV contains the conclusions resulting from our study of parent education, school support, and community-school relations.

OTHER FORMS OF PARENTAL INVOLVEMENT IN TITLE VII LEGISLATION

The Title VII legislation, as amended in 1978, did not directly address school support or community-school relations as we have defined them here. However, both of these could be seen as implicit in the following passage:

> Sec 721.a(2) Funds available for grants under this part shall be used for ...auxiliary and supplementary community and educational activities designed to facilitate and expand the implementation of programs (of bilingual education).

The legislation goes on to specifically mention adult education for parents of children in bilingual education programs as one such supplementary activity. Thus, the legislation provides opportunities for these other forms of parental involvement, without specifying their nature or the expected levels of parental participation.

SUMMARY OF MAJOR FINDINGS

Analysis of the Site Study data yielded these major findings:

- Most sites offered some form of parent education activities, ranging from one time workshops on parenting to components offering ongoing classes in compensatory education, etc.

- Only four of the programs either offered or were affiliated with more formal educational programs (e.g., General Education Development, English as a Second Language).

- Nearly three-fourths of the projects had school support activities in which parents provided some resources to the projects.

- A combination of one-way communication and interpersonal exchanges were used by projects to keep parents informed and the lines of communication open. The level of communication varied a great deal across the sites, and generally was not very high.

II. PARENTS IN OTHER FORMS OF PARENTAL INVOLVEMENT

Table 7-1 contains information on parent education, school support, and community-school relations at the 13 Title VII sites which will be used in the subsequent discussion.

PARENT EDUCATION FUNCTION

For purposes of the Site Study, parent education had two aspects: helping parents with personal improvement, and the provision of formal education opportunities (e.g., GED, ESL). We were looking for activities in these areas sponsored by the Title VII program.

Projects and schools did not differentiate parent education the way we have in this report. They tended to view personal improvement, awareness of the Title VII program, parenting skills, and helping children with homework as facets of one entity they called parent education. We have disentangled these facets and placed them into our analytical framework by functional areas. For example, efforts to instruct parents in how to assist their children with schoolwork or to understand the teaching process were described in Chapter 6 under Parents as Teachers of Their Own Children. Parent activities to inform parents about the project itself are treated later in this chapter under community-school relations. In conducting what they called parent education activities, projects and schools often included elements from each of the areas that we have deliberately distinguished for discussion. There is nothing inherently wrong in taking the more global view; it is an analytic convenience for us to disentangle these aspects and treat them separately.

As can be seen from Table 7-1, nine of the 13 sites reported having parent education activities. However, of these nine, the variation in both nature and extent ranged from a one-time session on parenting (Valhalla) to weekly parent education meetings (Rockwood). Typically, parent education activities were designed and implemented by the Parent Coordinator who also recruited eligible participants. Parental input into the selection of offerings was

minimal. Only one site, Presidente, had parents evaluate the workshops. They also gave input on what topics they would want to have covered in future sessions. (Presidente was a classic case of the combination of several themes in a single parent education component. Some of the sessions were about parenting, but many were focused specifically on the educational offerings in the schools and on how to assist the children with homework. Consequently, this component of Presidente's program was used as an example in the section on Parents as Teachers of Their Own Children in the last chapter, and is used again in this chapter.)

One site, Portsmouth, stands out as an example of unwillingness to heed parent requests. The parents had informed the Parent Coordinator that they wanted more substantive courses, and wanted an evening schedule, but the Parent Coordinator steadfastly refused to move away from crafts classes and the daytime schedule.

Parent education also was found to be supported at the district and state level. Parents at Bluelake and Presidente reported traveling to state-sponsored bilingual conferences. And, at the King Edward site a two-day, district-sponsored conference disseminated information to all parents of children served by compensatory education projects on such topics as reading activities for young children, possible ways that parents could become involved at the school and parenting in the context of the modern society. (Note that the approach taken in this conference encompasses several topic areas we have tried to keep distinct.)

Formal academic programs in ESL or GED were found at four sites (Presidente, Stadium, Eastland and Greenwood). At Greenwood, the Title VII project recruited parents on an individual basis and provided support services, e.g., babysitting and transportation to parent participants. Data from the other sites are too sketchy for us to make any statements regarding recruitment or support services.

SCHOOL SUPPORT

Schools have historically obtained support from parents for their operations. This has included providing certain resources that are beyond the capability of the school or project to provide. One purpose of the Site Study was to discover whether parents were involved in a systematic way in Title VII non-instructional support activities. For example, parents may act as speakers at assemblies, volunteers in maintaining playground equipment or as fundraisers. They might also provide support by assisting with such matters as the passage of school bond issues or intervention regarding funding cuts to the Title VII project (i.e., lobbying). The major finding in this area was that at most sites (9 of 13) parents did offer their services and resources to help the Title VII project. The two most common activities were fundraising (five sites) and participation in cultural events by making costumes or preparing special foods (six sites). Other school support services included lobbying efforts to obtain money from the School Board and translation services for the project. In addition, volunteers for chaperoning field trips and providing other services were found at three sites.

Often the CAC is the organizing force behind the school support activities. The prime example was Valhalla where CAC-organized fundraisers netted almost $5000. The CAC allocated these funds as follows: each participating classroom received $100 per semester for additional activities; $1000 went for instructional materials and the remainder went to the activities of the CAC. In contrast, at the Bluelake site, funds raised by the parents at the Louis School were turned over to the school principal who decided how the money would be spent.

COMMUNITY-SCHOOL RELATIONS

This function encompasses two interrelated aspects of the interaction between a school and its community: communication and interpersonal relations. School-parent communication is particularly critical for special programs such

as Title VII. Schools have to know the concerns and desires of parents while parents have a right to know what the program entails.

Interpersonal relations between parents and staff can form the basis for communications, and by engendering positive attitudes can contribute greatly to the viability of a program. In low-income and/or minority communities, especially where there are cultural differences between parents and school staff, efforts to develop and sustain positive interpersonal relations are needed to overcome certain communication barriers. For example, parents may have felt reluctant to communicate with an institution which they perceived as unreceptive. On the other hand, school personnel may have interpreted this parental reluctance as hostility or apathy.

Generally speaking, Title VII projects attempted to communicate with the parents by availing themselves of two techniques of communication: interpersonal (or two-way) and impersonal (or one-way).

As seen in Table 7-1, 11 of the 13 sites reported some interpersonal communications with the parents. This communication consisted of: (1) social or cultural events that allowed parents and project staff to interact on an informal basis, (2) open house, parent visitation, parent-teacher conferences, (3) home visits or phone calls by project staff, and (4) communication via an intermediary (e.g., Parent Coordinator, Bilingual Specialist), who then assumed a liaison role vis-a-vis the parents and the project or school. Eight of the sites used the first method, social or cultural events, that allow parents and staff to mingle on more of an informal basis. However, since these events were usually held only a couple of times a year, at best, the amount of interpersonal communication was rather sparse.

The other major avenue for communication is impersonal or one-way communication, e.g., the project sends out written information to the parents at their homes. Included in this category are: (1) newsletters, (2) notices, flyers, announcements, (3) media coverage, (4) handbooks, guides and pamphlets, and (5) workshops on the project itself.

Table 7-1 shows that newsletters and written notices were the two most common one-way methods of communication. Frequently, it was the CAC that sent out notices or announcements to parents.

III. DISCUSSION

Overall, the majority of the 13 Title VII sites had a number of parent education and school support activities in which parents could participate. Although the level of community-school relations efforts were minimal at most sites, a few Title VII projects tried a variety of methods to foster parent-staff relationships. The purpose of this section is to discuss the possible factors, both positive and negative, that contributed to these other forms of parental involvement in the Title VII projects.

One factor was having project staff responsible for developing and implementing the activities. Typically, the Parent Coordinator was the key person. Occasionally, Project Directors and other staff were also involved. Each of the sites having any strength in these areas, with the exception of Valhalla, where the CAC organized and carried out these activities, had a Parent Coordinator.

For example, the Parent Coordinators at Stadium organized and on occasion conducted classes for parents in nutrition and community awareness, and also managed the career development program, i.e., ESL and GED classes. Sites without Parent Coordinators were much less likely to have had any parental involvement in these components (e.g., Lerida, Valentine).

The other factor that influences overall parental involvement in these areas was the CAC. Most of the sites with more activities in these areas had strong CACs: Presidente, Greenwood, and Valhalla. The CACs at other sites like Bluelake, Dark County, and Magnus were responsible for organizing school support activities.

Attitudes held by school and project staff also may have affected the nature and extent of parental involvement in the three areas. For example, the Parent Coordinator at Portsmouth had resisted parental requests to make the parent education classes more substantive and to have those classes in the evenings so more parents could attend. This individual was reported as having

a paternalistic attitude towards parents and as perceiving parents as having only a marginal role in the project; therefore, there was no need to impart information to them that might enable them to become more active participants.

The Project Director at Presidente represents an opposite example. She was enthusiastic and committed to the idea of parent education, the notion of keeping the lines of communication open, and the concept that parents can offer a supportive role to the Title VII project. She developed the concept of a parent education program and asked the parents for input as to what courses they would like to see offered.

Parental attitudes and circumstances were also critical elements. At each site small samples of non-participating parents were interviewed and project staff were asked to comment on reasons for non-participation in the project's activities. The picture that emerged from this data was that many parents lacked the time to participate (due to work or childrearing responsibilities). Because they came from a different cultural backgound and might not have spoken English well, they may have felt uncomfortable with the Title VII project or school staff. And, some projects remained apart from the Title VII-served population by not having all communications translated or enough staff who speak the target language to foster interpersonal interactions with the parents.

The outcomes of parent education and community-school relations activities were generally limited to the personally-felt benefits of participation. However, the Magnus project reported that their special event concerning the local cultural heritage (a festival) had caused more awareness of the project, which they hoped to turn into more parental involvement in other aspects of the project.

The school support activities of parents clearly benefited the projects, though this was often limited to help with special events (such as assemblies, festival celebrations and field trips). The outstanding example was Valhalla where a significant contribution to the material resources of the project was

obtained via parent fundraising activities. It might not have been possible to raise as much money in other projects because the parents in the Valhalla project were generally wealthier than the families whose children typically participate in Title VII programs. Another factor that impeded Title VII project-related efforts to raise money was that local regulations permitted only the Parent Teacher Association to conduct fundraising efforts (reported by respondants in the Magnus and Presidente districts).

IV. CONCLUSIONS

Our examination of the data has led us to the following conclusions regarding parental participation in the areas of parent education, school support, and school-community relations. Recall that our use of these terms, particularly parent education, has tended to split apart areas that projects may regard as a whole. There is nothing inherently wrong in the more global point of view as long as each of the parts that we have identified is covered.

First and foremost, there must be someone to coordinate and administer the components. This person must be committed to the idea of parental involvement and be an individual with whom parents can communicate. The CAC should participate as well since they already are generally the most involved of the parents and could advise about the content of these components.

As a method to increase communication between parents and project staff, personal contacts of an informal nature may be the least threatening. However, events that take place only once a year are not adequate; people need multiple opportunities in order for communication to improve. Obviously, adequate translation services must be provided.

Finally, parents must be made to feel valued and welcome at the school. Direct support of participation (e.g., transportation and child care) may be necessary to encourage involvement.

	BLUELAKE	DARK CO.	GREENWOOD	KING EDWARD	MAGNUS	PORTSMOUTH	PRESIDENTE	ROCKWOOD	STADIUM	VALHALLA	EASTLAND	LERIDA	VALENTINE
PARENT EDUCATION													
TOPICS	Learning	None	None	Reading Parenting	Local crafts and culture	Crafts	Learning Parenting	Parenting	Exercise Crafts Nutrition Community awareness	Parenting	None	None	None
ORGANIZER	PC			PC		PC	PD, parents	PC	PC	Curriculum Specialist			
CAREER DEVELOPMENT	None	None	ESL	None	None	None	ESL District Funds	None	ESL, GED	None	ESL, GED	None	None
SCHOOL SUPPORT ACTIVITIES	Fund-raising (only one school) Cultural displays Special events	Fund-raising Lobbying Cultural displays Special events	Field trip Aides Cultural displays Special events	Translation	Informing other parents Cultural displays Special events	Classroom presentations	Lobbying Cultural displays Special events	Non-instructional Volunteers	Non-instructional Volunteers Fundraising Cultural displays Special events	Fundraising	None	None	None
COMMUNITY-SCHOOL RELATIONS													
INTERPERSONAL EXCHANGES	Banquet (one school)	Open house Special events	PC telephone calls	Special events PC contacts	Cultural events	Special events PC home visits	Holiday events PC home visits	Parent night PC home visits Monthly meeting with PC Parent/teacher conferences	PC home visits	Parents work with teachers to set goals	Social events PC home visits	None	None
ONE-WAY COMMUNICATION (ORIGINATOR)	Handouts (staff)	Handouts (staff)	Mailouts (CAC)	No data	Handouts (staff) Newspaper notices (staff)	Handouts (staff) Newspaper notices (staff)	Newsletters (staff) Handouts (staff) Bulletin boards (staff) Radio spots (staff)	Newsletters (staff) Handouts (staff)	No data	Newsletter (CAC) Notices (staff)	None	None	None

LEGEND:

ORGANIZER

PC = Parent Coordinator
PD = Project Director
CAC = Community Advisory Committee

CAREER DEVELOPMENT

ESL = English as a Second Language
GED = General Education Development

Table 7-1. Other Forms of Parental Involvement

CHAPTER 8
POLICY ISSUES FOR PARENTAL INVOLVEMENT IN TITLE VII

I. INTRODUCTION

A critical dimension of early work on the Study of Parental Involvement was the identification of policy-relevant issues that would guide the study. As an outcome of a review of literature on parents in the educational process, interviews with persons concerned with parental involvement, and interactions with the Study's Policy Advisory Group, five issues were specified that could bear on Federal, state, or local policies. These issues were described in Working Paper No. 1, Policy-Relevant Issues and Research Questions, October, 1979, and outlined in Chapter 1 of this volume.

In this chapter we present our findings regarding the five policy-relevant issues. Each issue is taken up separately. The format for the presentations begins with a summary of the issue, and concludes with a description of our findings related to the issue.

II. PARENTS IN THE GOVERNANCE ROLE

Congress' interest in a governance role for parents springs from the concept of participatory democracy--that persons who are affected by Federal programs should have opportunities to participate in decisions about a program that may affect their lives. The Title VII program has provided for parental participation in governance by mandating parent membership in advisory groups. State legislation and regulation can also influence parental participation in governance, as can local regulations and practices. In this study we posed the following questions related to policies influencing parental participation in governance:

- Do existing Federal and state legislation, regulations and guidelines allow parents to participate in making important project decisions?

- Do existing state and local practices affect parental participation in the making of important project decisions?

FINDINGS

The Federal Programs Survey revealed that nearly one-fifth of the Title VII projects did not have a Community Advisory Committee. The Site Study disclosed that there was a lot of confusion about the distinctions between the two mandated advisory groups in Title VII--the Community Advisory Council and the Community Advisory Committee. It is possible that this confusion has resulted in their being fewer Community Advisory Committees than there should be.

In the Site Study, we concentrated on sites that had CACs and found that there were no instances of individual parents not affiliated with the CACs influencing project decision making. We also found that other advisory groups (for other educational programs) had no appreciable influence on the governance of Title VII projects.

Title VII CACs themselves generally played unimportant roles in project governance. However, it is difficult to tell from the language of the legislation and regulation whether a more active role for the CAC was intended. The legislation uses vague terms such as "consultation" and "participation" in the description of the role of the CAC. The areas in which the CAC should be asked to consult or participate are not delineated, nor is there an expectation set for the level of authority that the CAC should have. No guidance is offered as to procedures by which projects could demonstrate that the mandated "consultation" or "participation" has taken place.

Only a few states had provisions for parental involvement within their guidelines for Title VII and/or bilingual education. Although many states provided technical assistance, consulting, and project monitoring, it was not carried out systematically and required the LEA or project to request the services. The state did not figure prominently in determining whether a CAC would assume a major role in project governance.

Local practice had considerably more impact. Three practices were particularly related to CAC participation in decision making. First, although several project directors perceived parents to be "unqualified" to make decisions, they did not attempt to provide training in governance or leadership-related skills. Second, projects that had a Parent Coordinator who facilitated but did not dominate the CAC had more active CACs. Lastly, projects or districts that provided some form of school-level parent coordination had more involvement in project decision making.

III. PARENTS IN THE EDUCATIONAL ROLE

A second way in which parental involvement is manifested is through an educational role, with parents directly involved with the instructional process. Parents can participate in this educational role in the school, as paid paraprofessionals or volunteers, or at home, as teachers of their own children.

The policy-relevant issues we addressed were:

- Do existing Federal and state legislation, regulations and guidelines allow parents to participate meaningfully in the instructional process?

- Do existing state and local practices affect meaningful parental participation in instruction?

FINDINGS

The legislation for Title VII does not address any of three forms of parental participation in the instructional process that we identified above. However, it does not proscribe these forms of participation.

The Federal Programs Survey indicated that 18 percent of Title VII-served schools employed parents as paid aides. In the Site Study we found that only one of the projects had a policy of prefering parents for these jobs. There is virtually no systematic attempt to develop a parental involvement component around participation as paid aides in Title VII projects.

There appeared to be no systematic bias against parent participation as paid aides at most sites--among the projects in the Site Study, two considered parents to be incapable of being paid aides. District policies seemed to be generally neutral, although the requirement that paid aides be fluently bilingual (English and the target language) may have lowered the number of parents who would otherwise qualify for these positions.

Parents who worked as paid aides were treated like others who occupied these positions. They had considerable autonomy in conducting the lessons for which they were responsible and were influential in deciding, with the teacher, what would take place in the classroom in which they worked. They had little input into overall project design, however. Aides in the Title VII projects were essential to the instructional program because they were often the only adult in the class who was fluent in the target language.

While 28 percent of the Title VII-served schools had parent volunteers, only one of the projects in the Site Study had a volunteer component that could be considered an integral part of the project.

The major reasons for the low number of parent volunteer components among the Site Study projects were that parents felt that there was no role for them at the school (that is, they believed that instruction was the exclusive province of the professionals), and there wasn't a project-level commitment of resources to generate such a component.

Many of the projects had touched upon the idea of parents serving as teachers of their own children at home, but only three of them had developed a component emphasizing this area. Again, this seemed to be a question of commitment of resources.

Many benefits of parent participation in the education function were reported. We believe that more parental participation in the instructional process could be achieved if there were more Federal, state and local initiatives to develop this form of parental involvement.

IV. FUNDING CONSIDERATIONS AND PARENTAL INVOLVEMENT

There were three questions related to policies in the area of funding:

- Do total funding levels affect the quantity and quality of parental involvement activities?
- Do the timing and duration of grants influence parental involvement activities?
- Does the amount of funding specifically devoted to parental involvement affect parental involvement activities?

FINDINGS

In our study we collected information on the size of the Title VII grant, the total amount of money provided to the district from all sources, the timing and duration of the grants, and the amount of money from the grant allocated to parental involvement. These data are reported in Chapter 3, The Organization of Title VII Projects (Tables 3-1 and 3-2).

The size of the Title VII grant was not related to the extent of parental involvement activity. The data in Table 3-1 are ordered by the size of Title VII grant. The most active site, Valhalla, fell below the median grant size within this sample, and other active sites tended to be evenly distributed on both sides of the median. Very little of the Title VII grant to Valhalla was used to support parental involvement activities. The CAC provided its own support through fundraisers, and parents were primarily responsible for recruiting and organizing other parents who participated in various aspects of the project.

Overall district wealth, as measured by per-pupil expenditure, also showed no relationship to the level of parental involvement. This figure was based on the Federal Programs Survey which was conducted a year earlier and may have

been out of date. In addition, there was no way to control the various costs and sources of funds that were or were not included in these figures. For these reasons, we are reluctant to treat these data as valid indicators of district resources. Therefore, there may be relationships between funding levels and parental involvement that have simply gone undetected because of the inadequacies of the data.

There were no reports of negative or positive effects of the timing and duration of project grants.

There was very little uniformity in the accounting practices used at the sites to compute the expenditures on parental involvement. Consequently, we were unable to determine whether more money spent on a line-item called parental involvement resulted in more actual parental involvement.

V. MULTIPLE FUNDING AND PARENTAL INVOLVEMENT

Most school districts are participating in more than one program that calls for parental involvement. There are numerous Federal educational programs, and some state programs, that mandate parental involvement components. We wished to examine the relationships among various projects implemented at the same schools with regard to parental involvement.

In this study, we addressed the following policy question:

- When multiple programs are funded at a site, are the quantity and quality of parental involvement activities affected?

FINDINGS

There were almost no instances of CAC members also serving on an advisory group to another project. There were no reports of time conflicts or pressures due to having more than one advisory committee in operation at either the school or district level. There was one instance of a Title I aide who was the chairperson of a CAC. This low level of overlapping memberships and participation resulted in virtually no conflicts as to governance. It also meant that there was little opportunity to share ideas or coordinate activities. There was some evidence of coordination across projects to the extent that when one project provided training of a general nature (e.g., in parenting), parents of children served by other projects were invited to participate. Generally speaking, the coordination of activities that did occur came about because there was an "Office of Federal Programs" that provided the coordination service.

VI. PARENTAL INVOLVEMENT AND EDUCATIONAL QUALITY

The legislation for Title VII does not offer a clear rationale for the parental involvement it mandates. However, it is possible to deduce that the principal reason for parental involvement is the expectation that it will result in an improvement in the quality of education offered to students who are recipients of Title VII services. Our literature review and interviews with informed persons suggested four ways in which parents could affect the quality of education.

1. Parents can influence the design, administration, and evaluation of project services offered to students through CACs, but also through less formal interactions with project personnel.

2. The curriculum and the instructional process can be influenced by CACs, parent aides and volunteers, and individual parents.

3. Parents can provide overt support (such as volunteering to accompany students on field trips) and covert support (for example, by instilling positive attitudes in their children toward education).

4. By the manner in which they interact with project personnel, and perhaps with each other, parents can influence the climate of a project school.

The policy-relevant question we addressed was:

- Do parental involvement activities influence the quality of educational services provided to Title VII students?

FINDINGS

There were three sites, (Valhalla, Greenwood and Presidente) at which parents materially influenced the quality of education provided to the students by

their contributions to either personnel or curricular decisions. The Valhalla CAC also influenced classroom instruction through its strong instructional volunteer component. At five sites (Valhalla, Greenwood, Presidente, Dark County and Magnus), the parent members of the CAC had been instrumental in securing the financial LEA commitment which was needed to continue the bilingual program intact.

In the Valhalla project, parents were continuously involved in several important aspects of project design and management. They served as a CAC that had considerable influence over the budget allocations. A subcommittee of this CAC interviewed and hired all of the paid aides. Parents were involved in developing the goals for the classrooms, and, as volunteers, in seeing that the objectives were met.

The parents in Greenwood and Presidente also made important contributions through the CAC--their advice was highly regarded and acted upon. Although this influence was not as continuous or thorough as in the Valhalla site, it nonetheless affected either personnel or curricular decisions. Although the continued funding efforts of Dark County and Mangus were not initiated by the CAC, as were those of Valhalla, Greenwood and Presidente, the parents were nevertheless successful in helping to maintain intact bilingual programs with LEA support.

Generally speaking, among the Site Study projects the CACs did not influence project decisions, parents serving as paid paraprofessionals contributed much to classroom instruction, but had little influence over project design. In terms of parent volunteer components, there were very few which offered parents an opportunity to participate in and observe first hand the instructional process.

While there were several instances of parents offering support to the Title VII project, these were seldom extensive or continuous. Typically, they focused around a particular school or project event (e.g., a festival day) which occurred once or twice a year.

The parent clientele at most of the Title VII projects we studied were generally willing to leave "schooling" to the professionals. This attitude may have been largely due to the differences between parents and staff regarding the nature of parental involvement and the role which parents were expected to assume. There were several instances of friendships among staff and parents, and the communication which occurred appeared to affect the school climate.

VII. CONCLUSIONS

Our study began as an investigation into the nature, causes and consequences of parental involvement in 13 Title VII sites selected to represent conditions of particular interest. The data indicate that when certain factors prevail, parental involvement can yield real payoffs to project, parents, and on occasion, students.

While only a handful of sites in the study had meaningful parental involvement in a given functional area, we were able to make inferences about the elements fostering this participation. The most active sites demonstrated rather clearly that parental involvement not only affected parents and students in a personal way, but it also contributed, in varying degrees, to the realization of specific project goals, not the least of which involved securing local funds to continue the program. One site, Valhalla, distinguished itself in the scope and caliber of its parental involvement activities, and provided evidence that the genuine commitment and coordination of parents in specific project roles could have positive effects on the establishment of quality bilingual education services for LEP students.

The vitality and effectiveness of parental activity at Valhalla, Greenwood and Presidente was not the product of chance. Given an appropriate set of concrete actions, such as those outlined in this chapter and throughout the volume, meaningful parental involvement and its subsequent benefits are within the grasp of many Title VII projects.

APPENDIX
TECHNICAL DETAILS OF THE STUDY

The Study of Parental Involvement in Four Federal Education Programs has been designed to provide a systematic exploration of parental participation in the educational process. The Study has consisted of two substudies--the Federal Programs Survey and the Site Study. A previous volume reported in detail the findings from the Federal Programs Survey. The present volume is devoted to the Site Study findings. However, in order for the reader to fully understand these findings, we feel it is necessary to present an overview of the purposes and methods employed in both substudies.

Accordingly, this Appendix contains three parts. Part I is an introduction to parental involvement in Federal programs and a delineation of the design and purposes of the overall Study. Part II discusses briefly the Federal Programs

Survey and, in particular, its relationship to the Site Study. Finally Part III affords the reader a closer look at the instrumentation, data collection, and analysis procedures associated with the Site Study, thereby providing a substantial background for the findings presented in this volume.

I. OVERVIEW OF THE STUDY

THE ROOTS OF PARENTAL INVOLVEMENT IN FEDERAL EDUCATION PROGRAMS

During the past decade parental participation has come to play an increasingly important role in the educational process. The concept of parental involvement in Federal education programs has its roots in the Community Action Program of the Economic Opportunities Act of 1964 (EOA), administered by the Office of Economic Opportunity (OEO). One intent of the EOA was to promote community action to increase the political participation of previously excluded citizens, particularly members of ethnic minority groups, and to provide them with a role in the formation of policies and the making of decisions that had the potential to affect their lives (Peterson and Greenstone, 1977). More specifically, the EOA required that poverty programs be developed with the "maximum feasible participation of the residents of areas and the members of the groups served."

As applied to education, the maximum feasible participation requirement has been interpreted quite broadly. One manifestation has been the requirement that parents of children being served become members of policy-making groups. EOA's Head Start Program was the first Federal education program to address the concern of maximum feasible participation by instituting such groups. In addition to decision-making (governance) roles, Head Start also provided opportunities for parents of served children to become involved as paid staff members in Head Start centers and as teachers of their own children at home. Other Federal education programs have tended to follow the lead of Head Start in identifying both governance and direct service roles for parents in the educational process. In fact, participation by parents in Federal education programs has been stipulated in the General Education Provisions Act (Sec. 427), which calls for the Commissioner of Education to establish regulations encouraging parental participation in any program for which it is determined that such participation would increase the effectiveness of the program.

The Study of Parental Involvement has been designed to examine parental involvement components of four Federal education programs: ESEA Title I, ESEA Title VII Bilingual, Emergency School Aid Act (ESAA), and Follow Through. While there are differences in the legislation, regulations, and guidelines pertaining to each of the four programs, all of them derive their emphasis upon parental/community participation from the General Education Provisions Act. Because these programs differ in terms of intent, target populations, and mandated parental involvement, they provide a rich source of information on the subject of the study.

RESEARCH INTO PARENTAL INVOLVEMENT

The present study takes on added significance in light of the paucity of prior research directed to the nature and consequences of parental involvement. Despite the increasing opportunities provided to parents and other community members to influence the educational process, little systematic information has been available on the role parents actually play in designing and/or delivering educational services associated with Federal programs. While prior evaluations of each of the four subject programs have included some attention to parental involvement, none has addressed this aspect of the program in a focused, in-depth fashion. For example, studies conducted by the American Institute for Research for Title VII Bilingual (1978), System Development Corporation for ESAA (1976, 1978), Nero Associates for Follow Through (1976), and System Development Corporation for Title I (1970) all reported some limited information touching on parental involvement within the subject program.

The exception to this pattern treating parental involvement as a subsidiary concern was a series of NIE sponsored studies whose primary focus was Title I district- and school-level advisory groups. The results of four of these studies were presented in an NIE (1978) report to Congress, while the fifth was conducted by CPI associates during the spring of 1978. But even this series of studies had definite limitations in scope: (1) they were essentially exploratory in nature; (2) the types of parental involvement examined were

limited to district and school Parent Advisory Councils; and (3) the participation of parents as aides and volunteers, the tutoring that parents provide their own children at home, and parent-school liaison personnel were not included in the examinations. Finally, little can be determined about the factors that influence Title I PACs or the consequences of PAC functions from these studies. These are two vital areas, as will be seen, in the present Study. Thus, for each of the four subject programs in the Study of Parental Involvement, the research can be said to have produced scattered findings that are more provocative than definitive.

Going beyond evaluations of the four subject Federal programs, there are numerous studies that have been concerned with aspects of parental involvement specifically or have included considerations of parental involvement. Three recent reviews are available that summarize findings from different studies (Chong, 1976; Center for Equal Education, 1977; Gordon, 1978). These reviews provided considerable information to help shape the Study of Parental Involvement (e.g., insight into what types of parental involvement appear to make a difference in the educational process), but in and of themselves, the studies reported therein were much too narrowly focused to be generalized to the four Federal programs.

PURPOSES FOR THE STUDY OF PARENTAL INVOLVEMENT

As the above review indicates, previous studies do not provide systematic, nationally representative information on parental involvement in Federal education programs. To fill this gap in knowledge, the U.S. Education Department (ED) issued a Request for Proposals (RFP) for a study which would achieve two broad goals:

1. To obtain an accurate description of the form and extent of parental involvement in Federal education programs and, for each identified form or participatory role, to identify factors which seem to facilitate or prevent parents from carrying out these roles.

2. To study the feasibility of disseminating information about effective parental involvement.

In response to this RFP, System Development Corporation (SDC) proposed a study which included these major objectives:

1. DESCRIBE PARENTAL INVOLVEMENT

The first objective is to provide detailed descriptions of parental involvement in terms of three categories of information:

a. Types and levels of parental involvement activities, and the extent to which each activity occurs.

b. Characteristics of participants and non-participants in parental involvement activities, including both parents and educators.

c. Costs associated with parental involvement activities.

2. IDENTIFY CONTRIBUTORY FACTORS

The second objective is to identify factors that facilitate the conduct of parental involvement activities and factors that inhibit such activities, and to ascertain the relative contributions of these factors to specific activities, and to parental involvement in general.

3. DETERMINE CONSEQUENCES

The third study objective is to determine the direction and degree of the outcomes of parental involvement activities. Included in this task are outcomes of specific activities as well as outcomes of parental involvement in general.

4. SPECIFY SUCCESSFUL STRATEGIES

Based on findings concerning parental involvement activities, their contributory factors, and their outcomes, strategies which have been successful in enhancing parental involvement at one or more sites will be specified.

5. PROMULGATE FINDINGS

The fifth objective is to produce reports and handbooks on parental involvement for project implementors, program administrators, and Congress.

The objectives cited above were translated into a set of research questions intended to guide the Study of Parental Involvement. Answers to these questions ought to provide a firm foundation for decision making at the Congressional, program office, and local levels. The six global research questions identified were:

- What is the nature of parental involvement?
- Who does, and who does not participate in parental involvement?
- What monetary costs are associated with parental involvement?
- What factors influence parental involvement activities?
- What are the consequences of parental involvement?
- Are there identifiable strategies which have been successful in promoting and/or carrying out parental involvement activities?

DESIGN OF THE OVERALL STUDY

The design of any study the size of the Study of Parental Involvement is a complex and painstaking task. We will only briefly summarize the design tasks undertaken to achieve the purposes of the Study, as presented in the last section. First, during the planning phase of the Study, a conceptual framework for parental involvement was established and a set of policy issues was specified. Then, two substudies were designed and implemented. First, the Federal Programs Survey was developed to collect "quantitative" descriptive data on formal parental involvement activities from a sample of districts and schools representative of each of the programs on a nationwide basis. Second, the Site Study was created to explore in a more qualitative, in-depth fashion the contributory factors and consequences of parental involvement, as well as the more informal and site-specific parental involvement activities. (The Site Study findings are, to reiterate, the subject of this volume.)

The remainder of Part I of this Appendix will discuss the primary features of the conceptual framework established for the Study of Parental Involvement, while Parts II and III will be devoted to the Federal Programs Survey and Site Study, respectively.

CONCEPTUALIZATION OF PARENTAL INVOLVEMENT

During the planning phase of the Study, a conceptualization of parental involvement was developed; in conjunction with the conceptualization, a series of policy issues were specified. Both of these tasks were conducted on the basis of information which included extensive reviews of the literature on parental involvement, examinations of legislation and regulations for the four Federal programs, suggestions from study advisory group members, the personal experiences of project staff members, and interviews with representatives of each of the three major audiences for the Study. (The latter encompasses

Congress, Federal program administrators, and local implementors of parental involvement.) Although the two tasks were interrelated, we will discuss each separately for the sake of clarity.

In order to realize the objectives of the Study, a conceptualization of parental involvement was developed. It can be summarized by the statement:

> Given that certain preconditions are satisfied, parental involvement functions are implemented in varying ways, depending upon particular contextual factors, and produce certain outcomes.

Five major elements are embedded in this statement. These elements, which comprise the conceptualization that guides the Study, are outlined briefly below.

FUNCTIONS

Five parental involvement functions were identified. The functions are:

- Parental participation in project governance
- Parental participation in the instructional process
- Parental involvement in non-instructional support services for the school
- Communication and interpersonal relations among parents and educators
- Educational offerings for parents

PRECONDITIONS

These are the conditions that must be satisfied in order for parental involvement activities to take place. They are necessary for the implementation of a function, in that a function cannot exist if any of the

preconditions is not met. For instance, one precondition is that there be some parents willing to engage in the function.

CONTEXT

Parental involvement activities take place within an environment that contributes to the manner and degree of their operationalization and potentially to their effectiveness. Systematic examinations of these contextual factors may allow for a determination of which of these contribute to parental involvement, in what ways, and to what degrees. As an example, one contextual factor of potential importance is a community's history of citizen involvement with social programs.

IMPLEMENTATION

When a particular parental involvement function is carried out, there are a number of variables that help to portray the process of implementation. Through these variables, activities can be described in terms of participants, levels of participation, and costs. One variable that exemplifies implementation is the decision-making role of the advisory council.

OUTCOMES

Parental involvement activities can lead to both positive and negative consequences, for both institutions and individuals. Examinations of these outcomes will provide the information needed for decisions about what constitutes effective parental involvement practices.

SPECIFICATION OF POLICY-RELEVANT ISSUES

Policy-relevant issues were specified in five areas. Providing information on these issues should be of special value to decision makers who can influence legislation, program operations, and project implementation.

Parental Involvement in Governance

This area covers parental participation in the planning of projects, in ongoing decision making about projects, and in evaluating projects. The policy issues within the governance realm are:

- Do existing Federal and state legislation, regulations, and guidelines allow parents to participate in making important decisions?

- Do existing state and local practices affect parental participation in the making of important decisions?

Parental Involvement in the Instructional Process

The second area is concerned with parental participation in instruction, as paid or volunteer paraprofessionals within the school or as tutors of their own children at home. The specific issues related to the instructional process are:

- Do existing Federal and state legislation, regulations, and guidelines allow parents to participate meaningfully in educational roles?

- Do existing state and local practices affect meaningful parental participation in educational roles?

Funding Considerations and Parental Involvement

Policy issues within the third area explore the relationship between funding considerations and the conduct of parental involvement activities. These issues are:

- Do total funding levels affect the quantity and quality of parental involvement activities?

- Do the timing and duration of fund allocations influence the quantity and quality of parental involvement activities?

- Does the amount of funding specifically devoted to parental involvement affect the quantity and quality of parental involvement activities?

Parental Involvement and Educational Quality

The fourth area of concern is the quality of education offered to students who are recipients of program services. The policy issue is:

- Do parental involvement activities influence the quality of education provided to students served by the four Federal programs?

Multiple Funding and Parental Involvement

The final area addresses the situation in which a district or a school is participating in more than one program that calls for parental involvement. The issue of relevance in such a situation is:

- When multiple programs are funded at a site, are the quantity and quality of parental involvement activities affected?

II. THE FEDERAL PROGRAMS SURVEY

Two broad purposes guided the development of the Federal Programs Survey (FPS). First, it was intended to provide nationwide projections of the nature and extent of parental involvement activities in districts and schools that have projects funded by one or more of the subject programs. Second, the FPS was to provide the information needed to establish a meaningful sampling design for the Site Study. This section will merely touch on some of the features of FPS sampling, instrumentation, and data collection. The reader interested in details about FPS methodology and/or findings is encouraged to review the FPS report entitled Parents and Federal Education Programs: Some Preliminary Findings from the Study of Parental Involvement.

Four independent samples of districts (and schools within those districts) were drawn (using a two-stage process detailed in the FPS report) to achieve a national representation of participating schools within each of the four target programs. Separate district-level and school-level questionnaires were constructed for ESAA, Title I, and Title VII. In light of Follow Through's organizational structure, a project-level and school-level questionnaire were developed.

With two exceptions (discussed below), questionnaires for all four programs addressed the same broad content areas. At the district (or project) level, those were:

1. background information,
2. supervision/coordination of parental involvement activities, and
3. district-level advisory councils.

At the school level, they were:

1. background information,
2. paid paraprofessionals,
3. volunteers,

4. parents as teachers for their own children,
5. coordination/promotion of parental involvement activities, and
6. school funding.

The Title I school-level questionnaire also contained a separate section on school-level advisory councils to reflect the Title I mandate for such school-level councils. The ESAA district-level and school-level questionnaire each included a section addressing ESAA-funded non-profit organizations.

The Federal Programs Survey was conducted during April and May of 1979. A mail and telephone data collection procedure was employed to ensure quality data and a high response rate. Copies of the appropriate forms were sent to the liaison person in each district, who most often was the director of the subject Federal program. This person was requested to fill out the district-level questionnaire and to assign the school-level questionnaires to the program staff member(s) best acquainted with project operations at the selected schools. A trained SDC representative called (at a time convenient for the respondent) to record responses to the questionnaires.

Once the data were recorded, each questionnaire was thoroughly reviewed by a SDC staff member in order to identify any inconsistencies or omissions. Follow-up calls were made to remedy these deficiencies.

The mail and telephone method provided respondents with time to gather the information needed to complete the questionnaire before the telephone interviews. It also allowed SDC staff members to assist respondents with questions they found ambiguous or unclear. Because of the review and call-back process, instances of missing data or logically inconsistent information were rare. Finally, the procedure generally ensures a very high response rate. In particular, response rates of 96 percent were obtained at both the district level (286 out of 299 sampled districts) and the school level (869 out of 908 sampled schools). For all of these reasons, we are confident that the quality of data collected in the FPS was extremely high.

III. THE SITE STUDY

PURPOSES

The Site Study was conceptualized as an in-depth investigation of parental involvement which would provide information extending far beyond the descriptions of formal program components derived from the Federal Programs Survey. More specifically, four types of information were to be obtained:

1. Detailed descriptions of parental involvement functions, including governance and education functions in all cases, and other functions wherever they occur.

2. Informal aspects of parental involvement, that is, ways in which parents participate in addition to formal project components.

3. Factors which enhance or deter the participation of parents in Federal education programs, and/or influence the extent of their impact on program operations or outcomes.

4. Consequences of parental participation, both for the participants themselves and for the programs and institutions within which they operate.

OVERVIEW OF THE SITE STUDY

To satisfy the above purposes, intensive, on-site data collection efforts, employing a variety of data sources and a substantial period of time, were demanded. To meet these demands, experienced researchers who lived in the immediate vicinity of each sampled site were employed and trained by SDC. They remained on-site for a period of 16 weeks, on a half-time basis, collecting information from the LEA and two participating schools. Three data collection techniques were used by the Field Researchers: interviews, observations, and document analyses. Their data collection efforts were

guided by a set of "analysis packets" which contained detailed descriptions of the research questions to be explored and the appropriate techniques to employ. Information gathered on site was submitted to SDC on a regular basis, in the form of taped protocols and written forms on which specific data were recorded. Each Field Researcher worked with a senior SDC staff member who served as a Site Coordinator, providing guidance and direction as necessary. Toward the end of the data collection period, all Field Researchers were asked to do a series of summary protocols which called for them to analyze their data, with the assistance of the Site Coordinators, for the purposes of answering major questions of substantive interest. These summary protocols became critical elements in the multi-step analysis procedures carried out by staff at SDC.

METHODOLOGY

Within this section, various aspects of the Site Study methodology are discussed: sampling, hiring and training of Field Researchers, data collection techniques, instrumentation, data reporting, and analyses.

SAMPLE DESIGN

As was the case for the FPS, samples for the Site Study were drawn independently for the four Federal programs. Within each program, the goal was to select districts and schools that exhibited greater and lesser degrees of parental involvement--defined as involvement in governance and education functions, as determined by the FPS. In addition to degree of parental involvement, the sample took into account the urbanicity of districts and the number of programs from which the district was receiving funds. Each sample was drawn using a two-step process. First, districts were selected for participation. Then, two elementary schools within each district were selected. (Four districts were exceptions to this procedure since, for each, there was only one elementary school participating in the project. For these districts, then, the site consisted of the district (or project) office and the single participating elementary school.) The Site Study was intended to investigate

approximately 50 districts and 100 schools. To account for projected losses of districts--due to problems with data collection--a 25 percent oversample was used. Thus, 62 districts were chosen for the initial sample: 15 each in the ESAA and Title VII Bilingual programs, and 16 each in Title I and Follow Through. Due to problems in securing final district approval and/or locating Field Researchers that met all our criteria, the final sample included 57 sites.

Given the fact that the sample for the Site Study was purposefully designed to yield a number of relatively active and relatively inactive sites, one must avoid generalizing percentages or averages from this small sample to the entire population of districts and schools receiving services from a particular Federal program.

HIRING OF FIELD RESEARCHERS

An intensive recruitment and hiring effort was conducted to ensure that qualified Field Researchers would be located at each site. A description of the Field Researcher's duties and qualifications was prepared and sent to appropriate individuals at organizations such as research firms, colleges, universities, community groups and school districts located near selected sites. Approximately 700 job descriptions were sent and we received approximately 200 resumes from prospective candidates. SDC staff members then visited sites, conducting personal interviews with all candidates whose resumes passed an initial screening process. For those sites at which an insufficient number of viable candidates was located prior to the staff member's visit, an attempt was made to locate and interview additional candidates during the course of the trip. In a few instances, interviews with additional candidates were conducted from SDC via telephone. And, for two sites in remote locations for which personal visits were not feasible, the entire selection process was conducted via written and telephonic communication.

Qualifications for Field Researcher position included a background in the social sciences, research experience, and some experience working with school districts and, in some instances, fluency in a second language. In addition, for several sites, school district personnel required that Field Researchers be of particular racial or ethnic backgrounds. Despite our intensive recruitment effort, this combination of criteria resulted in our being unable to find satisfactory candidates in two sites. These sites were therefore dropped from the sample.

INSTRUMENTATION

In designing the Site Study instrumentation, one of our major goals was that the information to be gathered provide accurate, detailed descriptions of the full range of program-related activities at each site--no matter how unusual those activities might be. While providing for the investigation of site-specific program chracteristics, we wanted to ensure that a core of data about common program activities be gathered in a comparable way across sites. Further, we wanted to make sure that the Site Study would explore, in depth, both the relationships among parental involvement activities and relationships among these activities, various contextual factors, and valued outcomes. In addition to these substantive considerations, we attempted to minimize to the extent possible the burden that this intensive data collection effort would place on respondents at each site.

We realized that to achieve these goals, we did not want Field Researchers to go out into district offices and schools armed with a set of formal interview questionnaires and observation protocols. Such a tightly-structured approach requires that the researcher make numerous assumptions about what parental involvement activities are going on in the field and which of these activities are most important. Further, the researcher must presume to be able to word questions in a manner that will take into account regional, educational, and socio-economic differences. Given our goals and our unwillingness to make such assumptions, we have developed a unique approach to instrumentation. Basically, the approach entails the use of four sets of "analysis packets";

one tailored to each of the four target programs, to guide Field Researchers in their data collection efforts. These analysis packets, each of which addresses a particular research issue of concern to the Study, employ three data collection techniques--interviews, observations, and document analyses. These data collection techniques and the analysis packet approach are described in detail below.

Data Collection Techniques

The primary data collection method employed during the Study was interviews with key individuals in the district, school, and community. Field Researchers interviewed Federal program directors, coordinators of parental involvement, district and school administrators, teachers, program advisory group officers and members, parents participating in program-supported activities, parents not participating in program-supported activities, and, in some cases, officers of non-program advisory committees such as the PTA.

Observation techniques represented the second data collection strategy. The major purpose of the observations was to gather first-hand information on the parental involvement activities that took place at each site. Because of the extended site visitation schedule, Field Researchers were able to observe advisory group meetings, parents involved within classrooms, training sessions for parents, social interactions among staff and parents and, to some extent, informal interchanges involving educators and parents.

Finally, Field Researchers analyzed available documentation associated with parental involvement. At many sites, such documentation included advisory council bylaws, minutes of meetings, newsletters or bulletins, handbooks, and flyers announcing activities for parents.

Analysis Packets

As already noted, the multi-site, multi-method data collection effort was organized and structured by means of a set of analysis packets. Each packet

addressed a particular research area of concern in the Study (for example, the governance function). Research areas were divided into several dimensions, and the packet was organized by these dimensions. For example, dimensions within the governance analysis packet included District-level Advisory Committees, other advisory groups/organizations, and individuals. Several dimensions were then further subdivided into sections, which focused on important topics for investigation within dimensions. Thus, within the District-level Advisory Committee dimension, sections addressed such topics as parent member characteristics, meeting logistics, and involvement in decision making. Each of these sections was introduced by an essay that explained the importance of the subject under investigation to the overall Study and described the kinds of information to be collected. We wanted the Field Researchers' data collection efforts to be based on an understanding of the relationship among various pieces of information and on a sense of how the information would add to the overall picture of parental involvement.

Three fundamental approaches to investigating topics presented within analysis packet sections were developed. They were termed constant, orienting, and exploratory. They are briefly described below.

Constant - In those limited instances where it was possible to do so, we designed research questions that were to be asked in a precise, standardized form, using the specific language in which they were written.

Orienting - For these sections, we felt that it was not possible to specify in advance the actual questions to be asked, since the nature of the questions would depend upon the particular characteristics of each site. Field Researchers were provided, within the essay lead-in, with an orientation toward the subject for investigation and guidance for initiating a line of inquiry.

Exploratory - There were some aspects of parental involvement, such as home tutoring and parent education programs, about which so little was known that we were unable to determine in advance the degree to which they merited study. To avoid prescribing any unnecessary data collection, we chose to first examine these potential avenues of parental participation at a very general level, using questions which were purely "exploratory" in nature.

Within each analysis packet section, we specified interview respondents, observation situations, and documents on the basis of the nature of information sought.

DATA REPORTING

Given the ambitious purposes of the Site Study and the consequent breadth of the analysis packets, Field Researchers collected a wealth of information about program-related parental involvement activities. The recording and transmission of this information back to SDC were crucial to the success of the Study. Consequently, we developed a multi-faceted data recording system, intended to treat each of the several types of data in as accurate, complete, and efficient a manner as possible.

For constant sections, we provided Field Researchers with forms on which to record answers to interview questions and information from observation periods. Field Researchers were requested to transcribe any notes made in the field onto these forms as soon as possible after returning from a period of interviewing or observing. Information garnered from analysis of documents could conceivably be used to complement constant interview data. Field Researchers were instructed to record such information on the same form as interview information and identify it as to its source. As each constant section was completed, Field Researchers sent a copy to their supervisors at SDC, while retaining the originals in their site notebooks.

The process for orienting sections (which constituted the bulk of the analysis packets) was considerably different. Whether generated through interview or observation, orienting information was to be recorded on an audio tape; Field Researchers were trained to recapture, in as much detail as possible, everything that transpired during the interview or observation period. For interview situations, this meant that the Field Researcher would detail the sequence of questions and replies. For observation situations, it meant that given a defined focus, the Field Researchers would recapture events in the sequence they unfolded. These tapes were called "sequential protocols." When an interview or observation could not be recorded in a sequential manner, Field Researchers were asked to recall the key points of what had transpired and prepare a tape to be transcribed into a "recollective protocol." The recording and reporting of data for exploratory sections paralleled those for orienting sections.

Document analyses, conducted as part of an orienting or exploratory section, did not require any taping on the part of a Field Researcher. Instead, the Field Researcher sent a copy either of the notes taken or the document itself (with appropriate highlighting and marginal comments) back to SDC.

The data reporting procedures described above all revolved around what were termed Site Coordinators. These were SDC staff people who had responsibility for coordinating the efforts of the Field Researchers. Site Coordinators were in charge of from four to eight sites. They contacted each Field Researcher by phone at least weekly. Each Field Researcher sent constant answer sheets and taped protocols to the Site Coordinator, who was expected to expedite transcription, mail back copies of materials to the Field Researcher, and review carefully the substance of the data. As a result, the Site Coordinator could verify that tasks were being completed satisfactorily. More importantly, Site Coordinators were expected to assist Field Researchers with the resolution of problems occurring on-site and to participate in crucial decision making regarding appropriate areas for future investigation. Ultimately, the Site Coordinators became the central figures in actual analyses of the data.

ANALYSIS PROCEDURES

The following section discusses our analysis procedures for data collected during the course of the Site Study. Given the large amount of information available from each of the sites, it became especially important to establish a carefully conceived, systematic analysis plan which would achieve our primary goal of being able to identify patterns of parental involvement across sites. Throughout the Site Study, achieving cross-site comparability was foremost in our minds; this was reflected in the relatively high degree of structure we injected into our instrumentation (already discussed). And it was further reflected in the design of an analysis plan that called for a high degree of abstraction from the raw data. Analyses were done at two levels. The Field Researchers themselves conducted the first level of analysis, with guidance from the Site Coordinators. They collated the data from their interviews, observations and document analyses related to specific issues defined in the analysis packets, and prepared a "summary protocol" for each issue. These summary protocols formed a comprehensive picture of the nature, causes and consequences of parental involvement at each site.

The second level of analysis was done by the Site Coordinator at SDC, to discover patterns in the data across sites in each program. This was accomplished in two steps: first, Site Coordinators summarized the major findings from each site into syntheses that followed a common outline; second, these syntheses were further distilled into "analysis tables" that arranged the findings from all sites into large matrices that could be examined to discover cross-site patterns. Versions of these analysis tables accompany the presentations of data in this volume. The data collection methodologies we employed provided us with a great wealth of data to draw upon in preparing our reports, while the analysis strategies we adopted enabled us to discern patterns in this data and to discover major findings related to parental involvement.

REFERENCES

American Institutes for Research. Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program. Palo Alto, CA: AIR, 1977.

Center for Equal Education. "Effects of Parents on Schooling." Research Review of Equal Education, 1977, 1, 30-40.

Chong, M. The Role of Parents as Decision Makers in Compensatory Education: A Review of the Literature. Washington, DC: NIE, 1976.

Coulson, J. et al. The Second Year of the Emergency School Aid Act (ESAA) Implementation (TM-5236/009/00). Santa Monica, CA: SDC, 1976.

CPI Associates, Inc. An Exploratory Study of the Impact of Parent Advisory Councils on the Management and Administration of Title I Programs at the Local Level. Dallas, TX: CPI, 1979.

Gordon, I. "What Does Research Say About the Effects of Parent Involvement on Schooling?" Paper presented at the annual meeting of the Association for Supervision and Curriculum Development, 1978.

Keesling, J.W. Parents and Federal Education Programs: Preliminary Findings From The Study of Parental Involvement (TM-6974/002/00). Santa Monica, CA: SDC, 1980.

Nero and Associates. Follow Through: A Story of Educational Change. Portland, OR: Nero, 1976.

National Institute for Education. Compensatory Education Study. Washington, DC: NIE, 1978.

Peterson, P.E. and J.D. Greenstone. "Racial Change and Citizen Participation." In A Decade of Federal Antipoverty Programs (R. H. Haveman, ed.). New York, NY: Academic Press, 1977.